# U.S. DEPARTMENT OF COMMERCE National Technical Information Service AD-A026 265

A METHODOLOGY FOR THE DETERMINATION OF CONTRACT
MANPOWER EQUIVALENTS FOR THE UNITED STATES AIR FORCE

AIR FORCE INSTITUTE OF TECHNOLOGY

28 May 1975

CHARLE LEGISLER SCHIVALER STORY





DETACHMENT 4

1600 MANAGEMENT EMGINEERING TEAM (CE-MET)

DOVER AFB. DELAMARE 19901

28 MAY 1975

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## A METHODOLOGY FOR THE DETERMINATION OF CONTRACT MANPOWER EQUIVALENTS FOR THE UNITED STATES AIR FORCE

#### THESIS

Submitted To The Graduate School

of

West Virginia University

In Partial Fulfillment Of The Requirements For
The Degree Of Master Of Science In Industrial Engineering

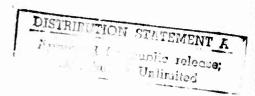


Robert E. Corsi, Jr., B.M.E.

by

Morgantown West Virginia 1975





#### ACKNOWLEDGMENTS

The author would like to thank his committee members, Dr. Cooper Redwine, Dr. Jack Byrd, and Dr. Arup Mallik for their guidance and assistance in the preparation of this thesis. He would like to express his appreciation to his committee chairman, Dr. Cooper Redwine, for his many helpful suggestions made during the course of this research, and to Major James Floodas for his outstanding technical assistance and support in making this research effort possible. In addition, the author would like to thank Mrs. Ann Headley for her excellent typing of this final manuscript.

The author would like to extend his appreciation to the United States Air Force for providing this opportunity and to his wife, for her sacrifice and encouragement which permitted him to pursue this degree. The author would like to dedicate this manuscript to his parents for their continued encouragement in advancing his education.

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#### CHAPTER I

#### DESCRIPTION OF THE PROBLEM

### Introduction

The end of American combat involvement in the Vietnam War and the reduction of cold war tensions in recent years have contributed to a significant change in the composition of the Federal budget. Defense outlays remained virtually constant from 1968 to 1974, despite substantial cost increases and the pay raises which have accompanied the transition to an all-volunteer armed force. These added costs were offset by large savings resulting from reductions in men and materials. Defense costs have been a decreasing share of the national budget, falling from 44% of Federal spending in 1969 to an estimated 29% in 1975.

Conversely, Federal nondefense spending has increased from 56% of Federal spending in 1969 to 71% in the 1975 budget. In the process, the form that Federal spending takes has shifted dramatically away from support for direct Federal operations and toward benefit payments to individuals and grants to State and local governments (14,5). Figure 1.1 illustrates the "Budget Bollar" for Fiscal Year (FY) 1975 and how it is allocated.

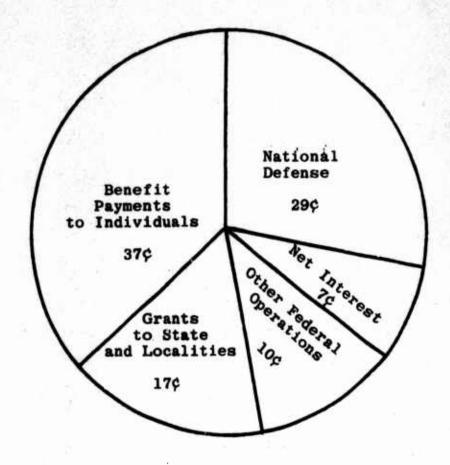


Figure 1.1. "Budget Dollar" for Fiscal Year 1975

The budget for FY 75 recommended total outlays of 304 billion dollars; of which, the military portion was approximately 87 billion dollars. Manpower costs for 1975 will require a larger share of the military budget than the total of operations, procurement, research and development, and construction, as indicated in Table 1.1 (14,62). As a result of the significant portion of the budget being allocated to manpower, this area tends to be the most affected when cuts are proposed by Congress. To offset manpower reductions, a greater portion of the defense budget must be used for contract services in order

TABLE 1.1

#### DEPARTMENT OF DEFENSE OUTLAYS - 1975

	Item	Percent of Total Budget
1.	Manpower	55
2.	Operating Costs (other than payroll)	16
3.	Procurement, Research and Development, and Construction	29
	TOTA	L 100

to continue maintaining acceptable standards at military facilities. The FY 75 budget designated approximately \$235 million dollars to be used by the Air Force in maintenance of its real property facilities using contract services. This shift to contract services insures that the majority of the workload is accomplished by supplementing in-house personnel; however, significant manpower deficits are still being reported by some agencies of the Department of Defense, regardless of the impact of contract services on their operations.

As a result of the above situation, Congressional authorities are reluctant to accept the large manpower deficits reported until the contract effort has been fully accounted for when determining total resources.

This introduction provides a basis for an in-depth look into the background of the problem as it pertains to the United States Air Force.

### Background

In the Air Force, the Base Civil Engineering Organization has the prime responsibility for maintaining all real property facilities and has both in-house and contract resources available to accomplish the identified workload.

A newly created office of Manpower and Organization, known as the Civil Engineering Management Engineering Team (CE-MET), conducted an in-depth survey of all Base Civil Engineering organizations throughout the Air Force to determine the actual manpower posture, including the effort using contract services. As a result of the survey, the CE-MET identified the lack of standardization in quantifying the contractor effort in terms of in-house manpower resources and as a result established the requirement for an in-depth study into the area of contract manpower equivalents.

Contract manpower equivalents can best be described as the total in-house manyears that can be obtained with a given total contract dollar amount for work which can be accomplished using in-house forces. Contracts within in-house capabilities fall into the following four categories: Maintenance, Repair, Minor Construction, and Service. To best illustrate the impact of contract manpower equivalents the following example will be used:

Standard (based on Air Force Manual (AFM) 26-3(15)

600 manyears

### Authorizations For A Base

- 1. Authorized on the Unit 400 manyears
  Detail Listing (UDL)
- 2. Youth Opportunity Corp (YOC) 10 manyears
- 3. Contract Manpower Equivalents . 100 manyears

  Total Authorizations 510 manyears

Manpower (Deficit/Surplus) = Standard-Total Authorizations = 600 - 510

Manpower Deficit = 90 manyears

The standard in the above example indicated that the particular base could have a maximum total of 600 personnel assigned, based on the mission and other pertinent characteristics of that base. However, due to manpower limitations, the base is authorized only 400 spaces based on the UDL. In determining total manpower resources, the YOC contributed 10 manyears worth of effort while the contract effort, calculated using various procedures, accounted for equivalent in-house manpower spaces for 100 personnel. The actual manpower deficit is the difference between the standard and total authorizations. In this example, the total deficit was 90 manyears.

Using their best judgement in determining contract manpower equivalents, the Base Civil Engineering organizations

identified over 9900 manyears of contractor effort for 1975. Since contract resources are being used on an increasing basis, the CE-MET has determined that this resource must be carefully considered in analysis of total Base Civil Engineering resources and standardized procedures must be established to quantify this effort in terms of in-house manpower resources.

In consonance with the requirements of the CE-MET, this research will represent an initial effort in developing a methodology for the determination of contract manpower equivalents.

## Existing Problems With the Present Procedures

This researcher conducted an in-depth review of the current procedures and directives concerning contract manpower equivalents and indicated the following:

- No common interpretation of contract manpower equivalents exists. Some bases are attempting to calculate contractors manhours while others are attempting to estimate in-house manhours to accomplish the same work by contract.
- 2. The current methods of calculating contract manpower equivalents vary by command, as well as from base to base within a command. Thus, no accurate comparison can be made to assess the true manpower impact.

- 3. Existing procedures are highly subjective. The lack of standardization has resulted in the commands and bases using their initiative in establishing procedures to calculate contract manpower equivalents, thus biasing the results at the local level.
- 4. Existing procedures tend to be difficult and time consuming, thus imposing a substantial workload on both Management Engineering and Base Civil Engineering personnel.
- 5. The current methods only provide a means of estimating past actions. No forecasting is possible for work to be accomplished in the near future.

If one were to identify a single reason for the above problems, it would have to be the lack of available directives concerning the basic concepts of contract manpower equivalents. With the above problems as a basis, the problem can now be defined.

## Problem Definition

Cognizant of the growing concern to quantify the impact of contract services on the manpower deficit, the CE-MET has directed that a study be accomplished in the area of contract manpower equivalents. Considering the

problems with the existing procedures, there are four major hypotheses which will be developed throughout this research:

- A common interpretation of contract manpower equivalents can be provided.
- A methodology exists that will standardize the calculations of contract manpower equivalents.
- 3. Manhour models exist which will allow comparisons between commands and bases.
- 4. Base groupings exist which can be used to reduce subjectivity at the base level.

The immediate problem is thus reduced to one of determining the Air Force impact, for the Base Civil Engineering organization, of contract services on the manpower deficit. Any methodology or models developed in ascertaining the impact should be suitable for eventual use by other Air Force organizations and by other Armed Services Departments.

## Research Objectives

The foremost objective of this research effort is to develop the methodology that will permit the Department of the Air Force to accurately assess, in the most objective manner, the impact of contract services on the manpower deficit. Since this is an initial research effort in this area, all findings will be presented in order to prevent any duplication of effort in future research that may take place in this area.

#### CHAPTER II

#### LITERATURE REVIEW

### Introduction

The purpose of this chapter is to present literature pertinent to the analysis of contract manpower equivalents by covering the following areas:

- a. Literature relative to the impact of contract manpower equivalents
- b. Base Civil Engineering Organization
- c. Use of contract resources
- d. Previous research efforts in the area of contract manpower equivalents

It is important to note that literature directly related to contract manpower equivalents is limited due to the lack of any in-depth analysis in the past. This chapter will, however, provide a sufficient background as to the present directives governing contract manpower equivalents in order to establish a basis for the actual research procedures and concepts.

## Literature Relative to the Impact of Contract Manpower Equivalents

The Air Force workload may be accomplished by military, in-service civilian, or contract services manpower.

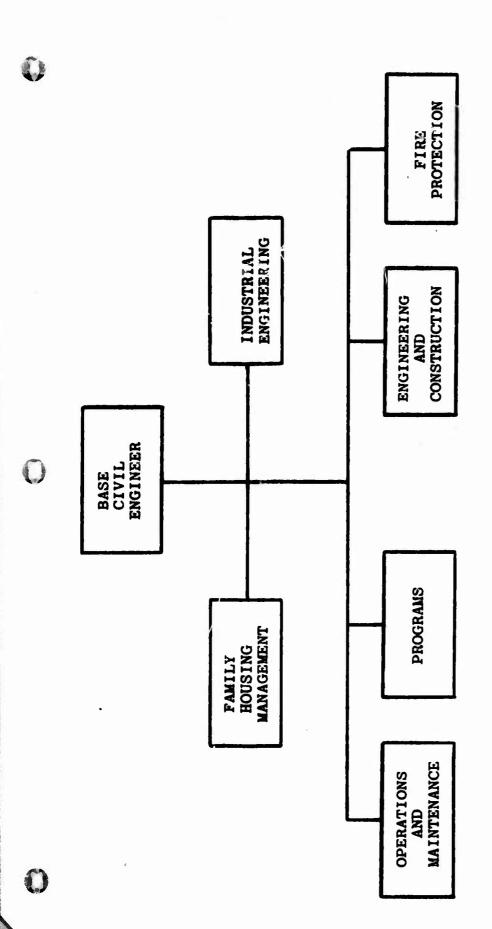
Various influences promote and restrain the use of each element of the manpower resource. The two predominant influences in determining which manpower resource to use are effectiveness and economy. Other influences include: optimum control of the work force performing combat and direct combat support functions; legal definitions of the type of work force to use; and the traditional policy of the Government to rely on private enterprise for the supply of products and services to the maximum extent consistent with effective and efficient accomplishment of Air Force programs. A decision to use any one of the three manpower resources must be based on a full consideration of the other two manning alternatives (11,1).

Considering the above, two major reports are presently attempting to quantify the contract effort in terms of in-house manpower resources in order to more clearly identify the manpower deficit for the United States Air Force (USAF) in the Civil Engineering area. The two reports are the PRICE-OUT, which entails a major effort to identify total manpower resources, and the Commercial or Industrial Activities, and Contract Services Data System (CICS) which calculates Required In-service Man-Years In Lieu Of Contract (RIMILOC) for all contracts within the in-house capability to accomplish. The PRICE-OUT attempts to determine how many in-house manhours could be obtained

with a given total contract dollar amount if the work was accomplished in-house. The CICS, on the other hand, is concerned with the productivity of both the contract and in-house resources in determining the RIMILOC value for its contract effort. The present guidance is very limited and purports for the organizations to use the most accurate and technically acceptable method to calculate the above manpower requirements (12). Due to minimal guidance, most commands had to formulate their own procedures to standardize the calculations between their respective bases.

## The Base Civil Engineering Organization as Being Representative of the In-House Work Force

Base Civil Engineering (BCE) is essentially a service organization; the primary purpose of which is to provide needed facilities, utilities, and services in support of the base mission. To provide this support, BCE resource management is predicated, to the maximum extent feasible, on the concepts of preidentification, planning, and scheduling of facilities maintenance requirements. The BCE organization consists of six (6) main branches: Industrial Engineering, Family Housing Management, Programs, Operations and Maintenance, Engineering and Construction, and the Fire Department. Figure 2.1 illustrates the organizational chart for the BCE organization.



Organizational structure of the Base Civil Engineering Organization Figure 2.1.

To assist the reader in understanding the operation of the BCE organization, a brief explanation of the responsibilities for each major branch within Base Civil Engineering is as follows (1,7).

- a. Industrial Engineering advises the Base Civil
  Engineer, Chief of Programs, and Chief of
  Operations and Maintenance of accomplishments,
  problem areas, and recommended improvements.

  Directs the quality control evaluation of
  in-service and self-help work procedures, and
  accomplishments.
- b. Family Housing Management monitors family housing dwelling units from the standpoint of insuring optimal utilization of all dwelling units. Assists in the coordination of family housing maintenance requirements.
- c. Programs insures that the In-Service Work

  Plan (IWP) is properly prepared and maintained.

  Provides overall guidance and direction to the

  Material Control function with regard to supply

  support. Responsible for identifying work

  requirements and programming the necessary BCE

  resources.

- d. Operations and Maintenance conducts all maintenance of base facilities using in-house resources. Performs the overall planning, organization, and control of the Recurring Maintenance Program.
- e. Engineering and Construction provides

  technical expertise to the Base Civil Engineer.

  Conducts all design efforts for projects to

  be accomplished by contract. Performs

  surveillance on all facility projects by contract.
- f. Fire Department provides technical support to the BCE organization on fire protection matters. Conducts inspection on base facilities to identify fire hazards. Accomplishes fire control when required.

This research will only consider the Operations and Maintenance (O&M) branch because it contains the construction crafts that parallel those found in the civilian community. This branch is composed of various cost centers (i.e. Pavements, Grounds, Plumbing, Carpenter, Electrical), which specialize in those skills that are used by contractors in accomplishing work for the Government. Each cost center has its own hourly rate to allocate its expenses which is known as the shop rate. Since this research is concerned with estimating in-house equivalent

manhours for work accomplished by contract, the 08M branch with its respective cost centers will be of significant importance in the development of the methodology for this research effort.

## Governing Directives Pertaining to the Use of In-House and Contract Resources

Two main directives emphasize the decision criteria to be applied when determining whether to use contract resources and they are as follows:

- a. Air Force Regulation (AFR) 26-12(11) Manpower Directive
- b. Air Force Manual (AFM) 86-1(13) Civil Engineering
  Directive

In order to provide a concise summary of the major criteria of each of these directives, the following breakdown is provided.

### AFR 26-12

AFR 26-12 stipulates when in-service and contractor resources should be used. In-service personnel will be used in the following cases:

- a. When procurement from private commercial sources would disrupt or materially delay an Air Force program.
- b. When in-service personnel are required for one of the following reasons: direct combat support functions, training or retraining of military

personnel or units, including training or retraining to achieve self-sufficient military capability for the operation and direct maintenance support of their mission-essential equipment, and accomplishing workload when performance by contract manpower would not conform with applicable laws and regulations, including Civil Service regulations or other appropriate authority, or would be a means of avoiding Government manpower or salary limitations.

c. When a satisfactory commerical source is not available and can not be developed in time to provide the service or product when it is needed, nor can it be provided by another Federal Agency.

If in-service accomplishment of a service or manufacture of a product is required, but cannot be accomplished because in-service skills will not be available to perform the necessary work, use of private commercial sources may be used only until the necessary in-service skills are made available.

### AFM 86-1

AFM 86-1 emphasizes that it is important for all resources to work together in order to satisfy total

long-range requirements and base objectives. In this respect, all resource programs are used to achieve the same goals, namely to:

- a. Optimize mission accomplishment
- b. Provide adequate facilities
- c. Expend resources wisely to minimize future costs
- d. Minimize the impact of future mission changes by providing facilities that can be used for several purposes.

The Base Civil Engineer has the overall responsibility for reviewing work requirements, determining the resources to be used, and the best program avenue to accomplish the work (in-house or contract).

As can be seen, the Manpower Regulation, AFR 26-12, is more restrictive in the criteria concerning which resource is to be used in accomplishing work. The Civil Engineering Manual AFM 86-1, on the other hand, deals in general terms; however, it must be emphasized that it is the local engineers in the BCE organization that are highly cognizant of in-house capabilities, and advise the Base Civil Engineer which resource avenue should be pursued for a given work requirement.

This research effort will concentrate on those contracts that are capable of being accomplished with in-house resources; however, but due to the lack of available manhours and priority of the work, the contract method was used.

## Previous Research Efforts in the Area of Contract Manpower Equivalents

No previous research efforts were accomplished in the area of contract manpower equivalents. Some commands have taken the initiative in an effort to standardize a procedure that can be used by all the bases within their command; however, no effort was made to standardize the procedures between commands.

The information presented in this chapter provided the reader with the degree of understanding required to grasp the research concepts and procedures that will be presented in the next chapter.

#### CHAPTER III

#### RESEARCH CONCEPTS AND PROCEDURES

### Introduction

The purpose of this chapter is to introduce some of the concepts that will be required in the development of a "Methodology for Determining Contract Manpower Equivalents." As was previously mentioned, significant problems exist in both the interpretation and application of present directives, and as a result, most of the commands have instituted their own procedures for calculating contract manpower equivalents.

Before any problem can be solved, an in-depth analysis of the existing procedures and techniques must be undertaken to assess the existing problem areas and a plan of attack formulated for remedying the situation. In Chapter I, the problems with the existing methods were presented; this chapter will concentrate on the concepts and research procedures that will be used in the problem solving process. The presentation of the concepts and procedures will include dynamics of resource allocation, discussion of contract categories and in-house hourly rates (shop rate), skilled hourly rates for contract personnel and discussions on the survey design and sample size.

## Dynamics of Resource Allocations

The Base Civil Engineering organization represents the in-house group that will be the prime reference when considering in-house resources and workload. Each year, the Base Civil Engineer (BCE) identifies the total work to be accomplished at his particular installation through a detailed analysis of all the work requirements submitted by the various organizations at that base. Once the total work requirement is identified, the BCE must determine the optimal method for accomplishing his projected work requirements. As depicted in Figure 3.1, the BCE has three main resources at his disposal to accomplish his workload as illustrated below.

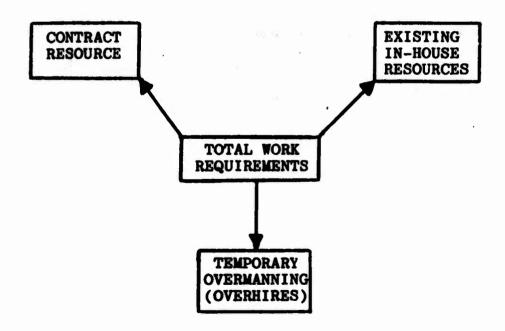


Figure 3.1. Resources available to the Base Civil Engineer

In his selection process, the BCE must categorize his workload into the following main areas: maintenance, repair, minor construction, services, and operations (1,3-5). He must be highly cognizant of the restrictions placed on him by present Air Force directives as to what can and can not be accomplished using in-house resources and the limitations that are inherent within his own shops. An example of restrictions placed on the BCE can best be indicated when studying the minor construction category where Air Force Regulation (AFR) 85-1 (1,3-5b) states the following:

"The Facilities Board is prohibited from approving minor construction work more than 5% of the total of all Operations and Maintenance ATA Cost Centers programmed available direct manhours. This percentage may vary over the course of a year; however, it will not be exceeded in any one fiscal year."

NOTE: The Facilities Board is a group of installation representatives, chaired by the Base Commander, that is responsible for validating all work requirements and insuring the Base Civil Engineering work force is productively employed.

In most cases, once the workload has been categorized, priorities established for work accomplishment, and all the restrictions and limitations have been considered, the determination of which resource avenue to pursue is a rather straightforward process.

## Discussion of Contract Categories

As was previously mentioned, the use of contract forces represents one of the main resources available to the BCE for the accomplishment of his required workload. For the purposes of this research, only those contract categories that parallel the types of work that can be accomplished with in-house forces will be considered and they are as follows: Maintenance, Repair, Minor Construction, and Service Contract categories. A brief description of each contract category and examples of each are as follows:

- day, periodic, or scheduled maintenance work, including minor repairs incidental to maintenance. Examples include painting, fog-sealing runways, refinishing hardwood floors, and maintaining air conditioning equipment.
- restore a failing system to a condition that it may be effectively used for a designated purpose by overhaul, or replacement of parts or materials that have deteriorated by action of the elements or wear and tear in use and which cannot be corrected through maintenance. Examples include replacing roofing, waterproof and repair brick walls, and replace cooling coils.

- to construct, erect, install, alter, extend, convert, or rearrange portions of facilities.

  Minor construction connotes constructing a new facility or altering a present one. Examples include constructing partitions, installing new utility systems, and construct storage facility.
- d. Service Contract Category "non-project" criented, contracts where the major service purchased is labor. Examples include custodial services, grass cutting, refuse collection, and tree trimming.

## In House Hourly Rate (Shop Rate)

The shop rate developed for each Actual Time

Accounting (ATA) Cost Center is a dollar per hour value

used to allocate all "Fixed Cost Center Expenses" which

are incurred in the day-to-day operations of the cost

center (1, 13-13). It is a method that provides equitable

distribution of "Fixed Cost Center Expenses" within a

"Job Oriented" cost accounting system. The two factors

used in development of the shop rate are: (1) anticipated

"Fixed Cost Center Expenses" by element of expense for the

period for which the rate will be used and (2) the anticipated

direct labor hours to be utilized during the same period.

The total anticipated "Fixed Cost Center Expenses" divided by the total anticipated labor hours is the shop rate (1, 13-13).

Fixed Cost Center Expense (FCCE) can be directly related to the Element of Expense Investment Codes (EEIC). The EEIC's, mainly used in arriving at the total FCCE for a cost center, are shown in Figure 3.2.

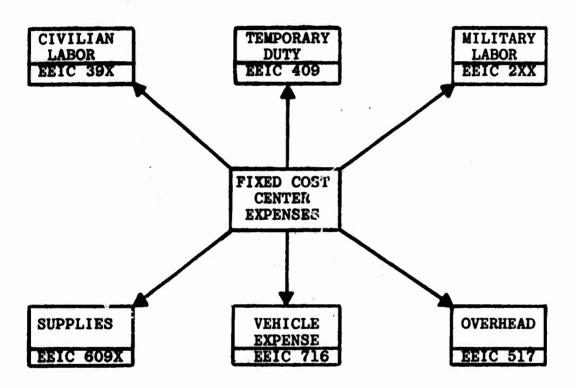


Figure 3.2. Fixed cost center expenses

The estimated direct hours are based on the number of estimated assigned personnel within a cost center for a year, multiplied by 2080 hours (40 hours a week for 52 weeks), less all federal holidays and foreign holidays where applicable. If the standard work day differs, the corresponding yearly hours less holidays will be used. This total must be adjusted for estimated loaned and borrowed hours and then multiplied by the availability rate of the cost center. The result will provide the estimated direct manhours. The availability rate is the number of direct hours expended by a cost center during a set time period divided by the total hours (direct plus indirect) expended by the cost center during the same period (2,4-25).

To best illustrate the above concepts, a sample computation is provided below:

COST CENTER 441 - EQUIPMENT OPERATIONS

## (1) Fixed Cost Center Expense (FCCE):

EEIC	DESCRIPTION	FY XX EST. FCCE
2XXX	Military Personnel Costs	\$25,000
3XXX	Civilian Pay	18,000
4XXX	Travel and Per Diem	700
5XXX	Civilian Overhead	3,000
6XXX	Supplies	1,500
7XXX	Vehicle Charges	1,200
	TOTAL ESTIMATED FCCE	\$49,400

## (2) Estimated Direct Manhours:

6 employees X 2080 available hours/year = 12,480 total hours

Availability Rate = 67%

Estimated Direct Manhours = Total hours X Availability
Rate

 $= 12,480 \times 0.67$ 

Estimated Direct Manhours = 8,361.6 hours

## (3) Formula:

Shop Rate = Total Estimated FCCE
Total Estimated Direct Manhours

=  $\frac{$49,400}{8316.6 \text{ hours}}$ 

Shop Rate = \$5.91/hour

# Skilled Hourly Rates for Contract Personnel

On March 3, 1931, the U.S. Congress passed the Davis-Bacon Act. The Act is now part of the United States Code, Title 40, "Public Buildings, Property and Works" and in non-legal terms requires that contracts in excess of \$2,000 for construction, alteration and/or repair, including painting and decorating of public buildings or public works, which requires mechanics and/or laborers must include the minimum wages to be paid various classes of workers (3, 4). The minimum wages or "wage rates" are established by the Secretary of Labor and are in effect for a specified time period after which time they are

subject to revaluation. Federal wage rates are established for all sectors of the nation and can best be explained using Figure 3.3.

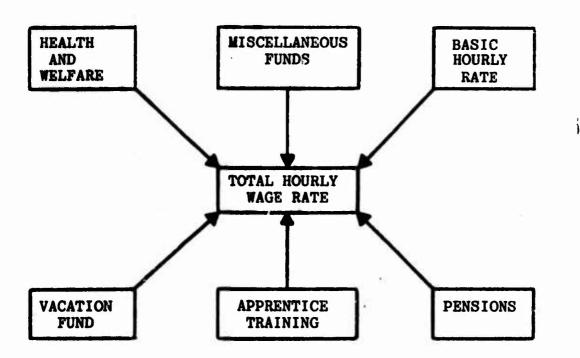


Figure 3.3. Total hourly wage rate

As can be seen in Figure 3.3, the Federal Wage Rate determination for a particular skill includes the Fringe Benefit Package, which encompasses all negotiated fringe benefits paid into special trust funds by the employer in addition to the basic hourly wage. One shortcoming of the Federal Wage Rate is that it represents the minimum wage to be paid for a particular construction skill. Generally, the contractor will have to pay more than the stipulated minimum, either because individuals are not willing to

work for the minimum or the prevailing union wage rate in the area is higher. For all practical purposes, the contractor will be required to pay the higher rate or be subject to union or Federal reprisals.

Since most installations are located within reasonable distances of highly populated areas, which represents the hub of union influence, the union wage rate will be used in all future hourly rate applications in the estimation of contract manhours. This departure from using the Federal Wage Rates as a basis is strictly a value judgement on the part of this researcher in an effort to obtain the most representative results.

# Survey Design

The information required to effect analysis in the area of contract manpower equivalents is not centrally available and must be obtained through the local bases. Furthermore, the volume of data required and the widespread geographical distribution of the input bases precludes any type of direct contact with all sample bases. It was therefore necessary to develop a detailed questionnaire as the main avenue for obtaining the required data.

As a first step in the development process, three days (January 1 to January 3, 1975) were spent at the Civil Engineering-Management Engineering Team (CE-MET), Dover AFB, Delaware, discussing the area of contract

manpower equivalents and limits of this research effort.

Initial findings of the CE-MET were as follows:

- a. The contract manhour equivalents are not determined on a cumulative or monthly basis; therefore, the BCE has no indication of how many contract manhour equivalents he is using on a day-to-day or month-to-month basis.
- b. The estimated contract manhour equivalents are not accurately determined prior to letting a contract; therefore, no realistic comparison is made of in-service versus contract manhours prior to negotiating a contract.
- of contracts for computing contract manhour equivalents varies from command-to-command and from base-to-base within a command. Much of this variation is due to the lack of definitive instructions concerning how to determine if a contract should be included or excluded when computing contract manhour equivalents.

After an in-depth analysis was conducted of the problem area and special considerations given to the initial findings of the CE-MET, this researcher determined that extensive data must be obtained in the areas of contracts, in-house manhours, contract manhours, present procedures

for calculating contract manpower equivalents, and a determination as to how contract personnel compare to in-house personnel.

A detailed questionnaire was prepared, a copy of which is included as Appendix C to this report, with five main categories of data required of the local bases.

Detailed instructions were provided for each section of the survey to insure uniformity in the method of obtaining the data; however, a survey of this type has its definite limitations. Four main limitations are as follows:

- a. The topic of contract estimating is a highly subjective area, especially when Project Engineers are asked to estimate the breakout of a contractor's costs on a given construction project.
- the type of work capable of being accomplished in-house at each particular installation, this researcher had no alternative but to ask each Base Civil Engineer to select five (5) contracts in each of the four contract categories, this tended to influence the contracts reported.
- c. Equating contract and in-house resources on a general basis is, again, a highly subjective area; yet, this researcher is of the opinion that the experience of the BCE and his various division

chiefs represents the best means for quantifying any differences that may exist between these two resources.

d. Due to Air Force Institute of Technology (AFIT) regulations, all surveys required in research work must stipulate that response is voluntary.

In order to emphasize the high level interest in this research effort, a coordinated Manpower and Civil Engineering letter was sent from Headquarters USAF to the eleven (11) commands participating in the survey. The letter was sent prior to the distribution of the questionnaires and was signed by Brigadier General Jack I. Posner, Director of Manpower and Organization. The letter emphasized the need for complete support to insure the success of this endeavor, but the response was still on a voluntary basis. A copy of General Posner's letter is also included as part of Appendix C to this report.

# Sample Size

Due to the amount of data required from each base and the time required to obtain the data, restrictions were levied by Headquarters USAF on the number of bases that could be sampled. Since this represents the first attempt at an in-depth study in this area, the possibility of failure existed and tended to reduce the sample to the minimum allowable to give representative results.

Based on the above facts, the sample size was limited to 23 bases (see Table 3.1 for list of bases). In order to give adequate representation to each portion of the country, the bases were selected using two main criteria:

- a. The 23 bases had to represent every geographical sector of the United States and a representative sample from Alaska. Since contract costs are being considered, there is a noticeable difference from east to west and north to south in almost all of the contract categories.
- b. Of the eleven (11) commands being sampled, no one command would be overburdened with the number of bases to participate in the survey.

According to Air Force criteria (5, 4-17), proper selection of locations for measurement must satisfy two basis conditions: (a) a sufficient percentage of the work center locations (bases) must be included in the measurement, and, (b) the locations selected must be representative in terms of workload volume—that is, a proportionate number of locations from low, intermediate, and high volume locations must be included in the measurement. Based on the installations surveyed, it is the opinion of this researcher that the above criteria have been satisfied. In addition, if a study is to impact Air Force wide, a minimum number of bases must be sampled. According to Air Force policy, Table 3.2 depicts the minimum number of locations to be measured (5, 4-17).

## TABLE 3.1

## SAMPLED AIR FORCE BASES (AFB)

Bolling AFB(HQCMD), DC Malmstrom AFB(SAC), MO Charleston AFB(MAC), SC Maxwell AFB(AU), ALA Edwards AFB(AFSC), CA Moody AFB(ATC), GA Elmendorf AFB(AAC), AK Nellis AFB(TAC), NEV Grand Forks AFB(SAC), ND Offutt AFB(SAC), NEBR Hanscom AFB(AFSC), MASS Richards-Gebaur AFB(AFCS), MO Hill AFB(AFLC), UT Scott AFB(MAC), IL Kelly AFB(AFLC), TX Seymour-Johnson AFB(TAC), NC Kirtland AFB(AFSC), NM Tinker AFB(AFLC), OKLA K.I. Sawyer AFB(SAC), MI Tyndall AFB(ADC), FL (See Note 1)

Lowry AFB(ATC), CO

Williams AFB(ATC), ARIZ

## Wright-Patterson AFB(AFLC), OH

- Note 1. The data for K.I. Sawyer AFB was received too late to be included in the analysis.
- Note 2. The abbreviations for the commands are shown next to each of the installations in the sample. See Appendix A for explanation of abbreviations and terminology.

TABLE 3.2

MINIMUM NUMBER OF LOCATIONS TO BE MEASURED FOR AN AIR FORCE STANDARD

IF TOTAL NO. OF WORK CENTER LOCATIONS IS	THEN MINIMUM NO. OF LOCATIONS TO BE SURVEYED IS
1-3	ALL
4-7	.4
8-13	5
14-20	6
21-30	7
31-44	8
45-65	9
66-100	10
101 or MORE	10% of TOTAL

It is planned that the results of this survey be applied to the finite number of bases in the U.S. and Alaska which numbers approximately 140; thus 10% of this total would yield 14 bases as the minimum allowable for the results to impact on the above geographic sectors. Since 22

bases responded, this researcher can only conclude that, the sample survey results will be representative of the total Air Force population being considered. Cognizant of the concepts presented in this chapter, the remainder of this research will be devoted to data analysis and development of functional relationships between contract and in-house resources.

#### CHAPTER IV

## DATA ANALYSIS AND SURVEY RESULTS

## Introduction

This chapter will encompass the analysis of the data obtained in the survey. The data will be analyzed in three segments; namely, contract data, hourly rate data, and a summary of the responses to the subjective question concerning equating contract and in-house resources. Contract data analysis will consist of tests for significant differences between contract categories and bases, determination of "fit" of data and a contract profile consisting of the percentage breakdown of contractors costs by contract category. The hourly rate analysis will encompass the electromination of skilled hourly rates for contracts and weighted hourly shop rates for the Base Civil Engineering organization and the rate categorization of bases.

Due to the extensive data obtained in this research and since this is the first time a detailed effort is being made to attack this problem area, all the base data obtained in the survey will be included in Appendix B to this report. To assist in future research efforts in this area, all findings will be addressed in this write-up.

## Contract Data Analysis

a. Test for Significant Difference Between Contract Categories and Bases

As was emphasized in Chapter III, four contract categories will be considered: Maintenance, Repair, Minor Construction, and Service Contracts. Having reviewed previous research in this area and analyzed their findings, it was noted that the Service Contract category was disregarded, and no qualifications were placed on the contracts obtained (6). In the previous efforts, contracts were selected by a random process with no emphasis placed on whether or not the scope of the contract was within the base's capability to accomplish. The results of their findings were twofold:

- There was no significant difference between contract categories; hence, all contract data for the three contract categories was combined, and,
- There was no significant difference between the weighted means at each of the respective bases sampled.

The research appears to show that if a base has the capability to accomplish work in a given contract category and is within the governing Air Force directives, then that category must be considered.

To test for significant difference, a non-parametric Rank-Sum test will be used for testing the null hypothesis that the base weighted average contract labor percentages do not differ significantly between contract categories and bases, versus the alternate hypothesis that they are indeed significantly different. The Kruskal-Wallis H test, at a confidence level of 95%, will be used in this analysis where:

$$H = \frac{12}{N(N+1)} \sum_{i=1}^{K} \frac{R_{i2}}{n_{i}} - 3(N+1)$$

R<sub>i</sub> = the sum of the ranks occupied by the n<sub>i</sub>
 observations of the i<sub>th</sub> sample

$$N = n_1 + n_2 + \dots + n_k$$
 (for K observations)

NOTE: When n; >5 for all i, the distribution of the H statistic is well approximated by the chi-square distribution with K-l degrees of freedom (7,214).

The detailed contract data, including number of projects, labor dollars, contract amounts, and weighted labor percentages by base and contract category is included in Appendix D. Tables 4.1 and 4.2 represents a summarization of the contract data in Appendix D and will be used in the tests for significant differences.

# Test 1

# Test For Significant Difference Between Bases

H : A difference does not exist between bases

H,: A difference does exist between bases

TABLE 4.1

# BASE WEIGHTED AVERAGE LABOR PERCENTAGES

(Ranks From Lowest to Highest Shown in Parenthesis)

Base	Maintenance Category	Repair Category	Minor Construction Category	Service Contract Category
Bolling	50.4 (51)	45.3 (43.5)	25.3 (3)	55.4 (64)
Charleston	43.3 (37)	29.8 (7.5)	31.3 (10)	-
Edwards	61.2 (70)	39.5 (28)	41.2 (32)	62.5 (72)
Elmendorf	62.1 (71)	54.2 (58)	65.0 (73)	93.1 (85)
Grand Forks	44.3 (39)	25.2 (2)	47.8 (48)	60.3 (68)
Hanscom	42.1 (34)	36.0 (17.5)	29.0 (4)	-
Hill	60.0 (67)	38.7 (25.5)	42.7 (36)	-
Kelly	36.2 (19)	29.8 (7.5)	29.5 (6)	54.6 (59)
Kirtland	54.0 (57)	51.6 (55)	37.5 (22)	51.5 (54)
Lowry	39.3 (27)	41.1 (31)	36.9 (20)	71.9 (79)
Malmstrom	48.0 (49)	43.5 (38)	37.4 (21)	61.1 (69)
Maxwell	51.2 (53)	30.0 (9)	33.9 (14)	56.9 (65)
Moody	38.7 (25.5)	34.9 (15)	36.0 (17.5)	57.8 (66)
Nellis	52.0 (56)	45.7 (45)	45.3 (43.5)	81.6 (83)
Offutt	50.8 (52)	20.5 (1)	33.6 (13)	66.5 (74)
Richards-Gebaur	55.0 (62)	54.9 (60)	55.0 (62)	55.0 (62)
Scott	45.1 (42)	38.6 (24)	42.5 (35)	68.0 (75)
Seymour-Johnson	49.2 (50)	29.1 (5)	32.6 (12)	76.4 (81)
Tinker	44.6 (40)	40.3 (29)	35.0 (16)	75.0 (80)
Tyndall	70.1 (7°)	69.9 (77)	68.4 (76)	85.9 (84)
Williams	44.9 (41)	40.7 (30)	38.4 (23)	46.3 (46)
Wright-Patterson	46.4 (47)	41.9 (33)	31.8 (11)	79.4 (82)

Note: No Service Contracts were submitted by Charleston, Hanscom, and Hill

TABLE 4.2

# SUMMATION OF BASE RANKS

Base	Maintenance Ranks	Repair Ranks	Minor Construction Ranks	Service Ranks	ΣR <sub>i</sub> Base Rank Sum
Bolling	51	43.5	3	64	161.5
Charleston	37	7.5	10	-	54.5
Edwards	70	28	32	72	202
Elmendorf	71	58	73	85	287
Grand Forks	39	2	48	68	157
Hanscom	34	17.5	4	-	55.5
Hill	67	25.5	36	-	128.5
Kelly	19	7.5	6	59	91.5
Kirtland	57	55	22	54	188
Lowry	27	31	20	79	157
Malmstrom	49	38	21	69	177
Maxwell	53	9	14	65	141
Moody	25.5	15	17.5	66	124
Nellis	56	45	43.5	83	227.5
Offutt	52	1	13	74	140
Richards-Gebaur	62	60	62	62	246
Scott	42	24	35	75	176
Seymour-Johnson	50	5	12	81	148
Tinker	40	29	16	80	165
Tyndall	78	77	76	84	315
Williams	41	30	23	46	140
Wright-Patterson	47	33	11	82	173
Category = Rank Totals E R:	1067.5	641.5	598.0	1348	

N = 85

n = 4 (except for Charleston, Hanscom, and Hill where n=3)

$$H = \frac{12}{85(86)} \left[ \frac{669586}{4} + \frac{22562}{3} \right] - 3(86)$$

= 287.1 - 258

= 29.1

Chi-square for 21 degrees of freedom and 95% confidence level = 32.67.

Results: Since H calculated is less than chi-square (.05,21), one cannot reject the null hypothesis, at a confidence level of 95%, that the base weighted average labor percentages do not differ significantly between bases. Simply stated, the labor percentages for each contract, estimated by the Project Engineers at the local bases, are not significantly different when compared base by base. Note that since  $n_i < 5$ , the accuracy of the Kruskal-Wallis H test in this case is questionable and that very little weight can be placed on the results.

## Test 2

# Test For Significant Difference Between Contract Categories

H: A difference does not exist between contract categories

H<sub>1</sub>: A difference does exist between contract categories

N = 85

n = 22 (except for the Service Contract category
 where n=19)

$$H = \frac{12}{85(86)} \left[ \frac{(1067.5)^2}{22} + \frac{(641.5)^2}{22} + \frac{(598)^2}{22} + \frac{(1348)^2}{19} \right] - 3(86)$$

= 299 - 258

= 41

Chi-square for 3 degrees of freedom and 95% confidence level = 7.81.

Results: Since H calculated is greater than chi-square (.05,3), one must reject the null hypothesis and state with a confidence level of 95% that the base weighted means are significantly different between the various contract categories.

Based on the previous tests, one must conclude the following: (1) Each contract category Maintenance, Repair, Minor Construction, and Service must be considered as a separate entity in all future applications, and (2) statistically, no definite conclusion can be stated as to whether a significant difference exists between the weighted labor means at each of the 22 bases.

## b. Determination of Fit of Data

In order to provide the capability to compare existing and future data to assess any significant changes that may have occurred, an attempt will be made to determine the "fit" of the data received. Since this is not indigenous to the outcome of this research effort, the reader will

appreciate the fact that the data will only be tested against the normal distribution. The normal distribution was chosen based on the fact that previous research work indicated that the labor percentages, reported by the Project Engineers, may be normally distributed.

Since it has statistically been shown that there is a significant difference between contract categories, each contract category will be considered separately when determining the distribution of the reported data. Recall that in the questionnaire on contract data, each Project Engineer was asked to estimate, as accurately as possible, the percent breakout for Supervision, Overhead, and Profit; Labor, and Material for each contract reported. Each contract category will be tested against a normal distribution using the following statistical tests: Kolmogorov-Smirnov (K-S) goodness of fit, Skewness, and Kurtosis. All percentages tested represent the unweighted values as reported in the questionnaire.

The data will be tested at a confidence level of 95% with the null hypothesis that the data comes from a normal population, versus the alternate hypothesis that the data does not come from a normal population. The main item of interest is the percent labor which will be used in future applications; however, in the interest of presenting all the findings, all results will be summarized in tabular form, by contract category, and will be included as Appendix F to this report.

Based on the findings, one can not state any definite conclusions as to the f't of the data obtained; however, one can state, at a confidence level of 95%, that the variables tested are not normally distributed in all contracts. Since no definite conclusions can be made as to the "fit" of the data, this researcher is of the opinion that either a detailed effort should be made to determine the distribution of the data in a future study or that distribution-free tests be used for any comparisons that be required in the future.

### c. Contract Profile

In order to develop profiles on the various contract categories, weighted percentages (based on total contract dollar amount) were calculated for Supervision, Overhead, and Profit; Labor; and Materials, and frequency distributions were made on the contract dollar amounts. In Table 4.3, one can observe the noticeable differences in the weighted percentages between contract categories; the most notable of which occur in the labor and material areas. The two contract categories which show extreme differences in these two areas are the Maintenance and Service Contract categories. Both contract categories are labor oriented with Service contracts almost all labor. Recall from Chapter III that when the contract categories were explained, it was emphasized that Service contracts are labor oriented and that

.....

# SUMMARY OF WEIGHTED PERCENTAGES FOR ALL CONTRACT CATEGORIES

TABLE 4.3

Contract Category	Supervision Overhead Profit	Labor	Material
Maintenance	21.6	49.9	28.5
Repair	23.1	38.5	38.4
Minor Construction	23.4	37.7	38.9
Service	20.7	70.6	8.7

in the Maintenance area, normal maintenance is performed on items prior to failure, thus requiring less material expenditures. Repair and Minor Construction contracts, on the other hand, entail replacing, erecting and installation which accounts for more balanced labor and material percentages.

Tables 4.4-4.7 contain the frequency distributions, by contract category, for the contract amounts of those contracts sampled. By reviewing the distribution of the contract amounts, it should be noted that approximately 85% of the contracts sampled are less than \$100,000 with the exception of the Minor Construction which has 81% less than \$40,000. These results are indicative of the fact that the Base Civil Engineer analyzed his in-house capabilities prior to reporting the contracts in this survey.

TABLE 4.4

# FREQUENCY DISTRIBUTION

# CONTRACT DOLLAR AMOUNTS - MAINTENANCE CONTRACTS

Interval (\$)	Frequency	% Occurrence	Cumulative 8 Occurrence
0- 29,999	35	34.3	34.3
30,000- 59,999	42	41.2	75.5
60,000- 89,999	10	9.8	85.3
90,000-119,999	6	5.9	91.2
120,000-149,999	3	2.9	94.1
150,000-179,999	1	1.0	95.1
180,000-209,999	1	1.0	96.1
210,000-239,999	3	2.9	99.0
240,000-269,999	0	0	99.0
270,000-299,999	1	1.0	100.0
	102		

# TABLE 4.5

# FREQUENCY DISTRIBUTION

# CONTRACT DOLLAR AMOUNT - REPAIR CONTRACTS

Interval (\$)	Frequency	% Occurrence	Cumulative Cocurrence
0- 69,999	76	72.1	72.1
70,000-139,999	12	11.5	83.6
140,000-209,999	9	8.6	92.2
210,000-279,999	5	5.8	98.0
280,000-349,999	1	1.0	99.0
350,000-419,999	0	0	99.0
420,000-489,999	0	0	99.0
490,000-559,999	0	0	99.0
460,000-629,999	0	0	99.0
630,000-699,000	_1	1.0	100.0
	104		

TABLE 4.6
FREQUENCY DISTRIBUTION

# CONTRACT DOLLAR AMOUNT - MINOR CONSTRUCTION CONTRACTS

			Cumulative
Interval (\$)	Frequency	% Occurrence	% Occurrence
0- 19,999	48	46.6	46.6
•			
20,000- 39,999	36	34.9	81.5
40,000- 59,999	13	12.5	94.0
60,000- 79,999	1	1.0	95.0
80,000- 99,999	1	1.0	96.0
100,000-119,999	1	1.0	97.0
120,000-139,999	0	0	97.0
140,000-159,999	1	1.0	98.0
160,000,179,999	1	1.0	99.0
180,000-199,999	1	1.0	100.0
	103		

TABLE 4.7

# FREQUENCY DISTRIBUTION

# CONTRACT DOLLAR AMOUNT - SERVICE CONTRACTS

Interval (\$)	Frequency	% Occurrence	Cumulative % Occurrence
	<del></del>		
0- 59,999	<sup>'</sup> 79	86.8	86.8
60,000-119,999	3	3.3	90.1
120,000-179,999	1	1.1	91.2
180,000-239,999	. 0	0	91.2
240,000-299,999	3	3.3	94.5
300,000-359,999	2	2.2	96.7
360,000-419,599	1	1.1	97.8
420,000-479,999	1	1.1	98.9
480,000-539,999	0	0	98.9
540,000-599,999	1	1.1	100.0
	91		

# Hourly Rate Analysis

a. Determination of Skilled Hourly Rates for Contracts

Of the 400 contracts that were sampled, 56 contracts were classified as requiring predominantly unskilled labor, 26 of which were in the Service Contract area. Due to limitations on the labor rates available, it would be extremely difficult to determine an unskilled average hourly rate for a particular geographical sector of the country without being highly subjective. Since this is an initial research effort in this subject area, this researcher is not of the opinion that subjective judgments should be introduced in such a highly controversial area as labor rates. For the remainder of this research, skilled average hourly construction rates are available and will be applied against all contracts; however, recommendations will be made for further research into the area of unskilled labor for future applications. This decision is strictly a value judgment on the part of this researcher.

The skilled wage rates were obtained from the "1975 Labor Rates for the Construction Industry," compiled by R. S. Means (4). The wage rates in this text are for the Building Construction Industry and not for Residential, Heavy or Highway Construction. The rates are the latest available as of 1 Jan. 1975 and were obtained from labor

unions and Employer's Associations in the various cities.

The city average skilled hourly rate was determined by taking the average of hourly rates for 30 various construction trades in that particular area. Since some of the bases sampled were not located in or near a city where the construction rates were available, the rate for the city closest to the base was used. Table 4.8 indicates the average skilled hourly rate and the city where the rate prevails; these rates will be used in future computations.

b. Determination of Weighted Hourly Shop Rates for the Base Civil Engineering Organization

As was pointed out in Chapter III, the Base Civil
Engineering (BCE) organization represents the in-house
group that has the skills which parallel those available
in the construction trades. Chapter II emphasized that the
BCE organization consisted of six (6) main divisions:
Industrial Engineering, Programs, Operations and Maintenance,
Engineering and Construction, Fire Department, and Family
Housing Management. Each division is further subdivided
into cost centers with their own respective shop rates.

During the initial formulation of the questionnaire, this researcher was of the opinion that it would be best to use simply a weighted aggregate shop rate, which is the average hourly shop rate, weighted based on the estimated direct manhours, for all cost centers authorized under the

TABLE 4.8

SKILLED HOURLY AVERAGE CONSTRUCTION RATES PER BASE

Base	City Where Rate Prevails	Average Hourly Rate (\$/Hour)
Bolling	Washington, DC	9.88
Charleston	Charleston, SC	5.71
Edwards	Riverside, CA	11.34
Elmendorf	Anchorage, AK	13.64
Grand Forks	Fargo, ND	8.40
Hanscom	Boston, MASS	10.71
Hill	Ogden, UT	8.80
Kelly .	San Antonio, TX	8.02
Kirtland	Alburqueque, NM	7.97
Lowry	Denver, CO	9.57
Malmstrom	Great Falls, MO	8.60
Maxwell	Montgomery, AL	8.32
Moody	Savannah, GA	7.44
Nellis	Reno, NEV	10.15
Offutt	Omaha, NEB	8.90
Richards-Gebaur	Kansas City, MO	10.45
Scott	Joliet, IL	10.71
Seymour-Johnson	Raleigh, NC	7.48
Tinker	Oklahoma City, OK	8.66
Tyndall	Pensacola, FL	8.64
Williams	Phoenix, AZ	10.27
Wright-Patterson	Dayton, OH	10.14

Unit Detail Listing (UDL). As a result of the above policy, all bases submitted the weighted aggregate shop rate using all cost centers authorized. After a more detailed look at the above procedure, the research dictated that in order to be more realistic in the comparison with the construction industry, only those in-house cost centers that are related to the construction trades should be used and the overhead cost centers should be disregarded. Considering the above policy, this researcher has selected sixteen (16) cost centers, all of which are in the Operations and Maintenance division, are common to most bases and parallel the construction industry trades. The cost centers selected are listed in Table 4.9.

In addition to reconciling the problem of matching the in-house and construction skills, another area of difference occurs in the manner the hourly rates for each group are calculated. The construction industry's hourly rate consists of the basic hourly rate plus fringe benefits; the Base Civil Engineer, on the other hand, includes all his Fixed Cost Center Expenses (FCCE) and availability rate in the determination of the hourly rate for each of his cost centers. To reconcile these differences, this researcher has proposed the concept of an adjusted weighted aggregate shop rate, based only on military and civilian labor costs and overhead costs in order that like quantities

TABLE 4.9

# COST CENTERS USED IN CALCULATING AGGREGATE SHOP RATE

Cost	·
Center	Description
441	Equipment Operations
442	Pavements
443	Grounds '
451	Structural
452	Protective Coating
453	Plumbing
454	Metal
455	Mason
457	Structural, Maintenance and Repair Team (SMART)
461	Refrigeration
463	Heating
471	Interior Electric
472	Exterior Electric
480	Power Production
491	Water and Waste
493	Entomology

NOTE: Due to contract services, the following cost centers were deleted from their respective bases.

Base	Cost Centers Under Contract	
Moody	441, 442, 443, 491, 493	
Williams	441, 442, 443, 455, 457, 491, 49	3
Maxwell	441, 455	

and the BCE organization. The availability rate will still be used to account for productive time since the government has training and other miscellaneous duties that must be accounted for. To illustrate the above procedure, recall the example in Chapter III where the shop rate was calculated and consider that result as being the indicated shop rate. To calculate the adjusted shop rate for that particular example, the following procedure will be used:

## COST CENTER 441 - Equipment Operations

Fixed Cost Center Expense (FCCE):

EEIC	DESCRIPTION	EST. FCCE
2XXX	Military Pay	\$25,000
3XXX	Civilian Pay	18,000
5XXX	Overhead	2,000
Total	Estimated FCCE	\$46,000

- 2. Estimated Direct Manhours are calculated in the same manner as in Chapter III and equal 8,361.6 hours for this example.
- 3. Adjusted Shop Rate = Total Estimated FCCE
  Estimated Direct Manhours
  = \$46,000

= \$5.50/hour

The adjusted shop rate of \$5.50/hour is less than the indicated shop rate of \$5.91/hour; yet, the adjusted

hourly shop rate is more representative of the in-house hourly rate from a strictly labor cost standpoint, since material, TDY, and vehicle expenses were omitted from the FCCE. The above procedure was applied to each of the cost centers at the 22 bases and the values were weighted based on the Estimated Direct Manhours to yield a weighted aggregate adjusted shop rate for each installation. A weighted aggregate indicated shop rate, which includes all FCCE, was also calculated strictly for comparison purposes. The detailed calculations and weighting process yielded the results in the Hourly Rate Analysis portion of Appendix B. A summary of the hourly rates that will be used for each base is shown in Table 4.10.

It is important to note that, even though the work sheets for the shop rates were obtained in the survey, isolating the FCCE for each cost center is a very tedious task. The work sheets that were submitted consisted of manual work sheets, which are considered highly accurate, and the Base Engineer's Automated Management Systems (BEAMS) product, PCN: 200474, which is considered unreliable unless the report is continually monitored and adjusted at base level. Fourteen (14) bases submitted manual work sheets and the other eight (8) submitted the BEAMS product.

Table 4.10 also indicates the method used to adjust the shop rates. All shop rates were as of 30 April 75, except for Malmstrom which reflects the rates as of 31 May 75.

TABLE 4.10

## WEIGHTED AGGREGATE ADJUSTED AND INDICATED SHOP RATES

Base	Weighted Aggregate Indicate Shop Rate (\$/hr)		Method of Adjustment
Bolling	7.45	6.92	M
Charleston	8.49	8.49	See Note 1
Edwards	8.26	7.55	М
Elmendorf	9.75	8.03	М
Grand Forks	7.90	6.75	В
Hanscom	9.56	9.00	M
Hill	10.14	7.87	M
Kelly	9.47	8.61	М
Kirtland	8.78	7.71	M
Lowry	8.10	7.70	В
Malmstrom	9.11	7.64	В
Maxwell	9.31	8.00	В
Moody	8.87	8.25	M
Nellis	8.45	7.50	М
Offutt	8.72	7.57	В
Richards-Gebaur	7.80	6.97	M
Scott	8.99	8.06	В
Seymour-Johnson	10.39	8.66	В
Tinker	9.18	8.01	М
Tyndall	7.16	6.48	M
Williams	9.31	8.39	М
Wright-Patterson	9.52	8.45	M

M-Manual Work Sheets

**B-BEAMS** Product

Note 1. Charleston AFB could not be adjusted due to incomplete BEAMS product

## c. Rate Categorization of Bases

During the early stages of developing the methodology for this research effort, it was initially postulated that the bases could be placed into geographical regions. It was hoped that by geographically combining bases, approximately the same dollar/hour labor construction rate could be assigned for the work performed. However, when the average skilled hourly rates were assigned to all the bases in the U.S., no geographical patterns could be established and an alternate procedure had to be formulated.

The above problem resulted in the concept of "Rate Groupings" whereby all bases, regardless of geographical location, would be classified based on the prevailing average skilled hourly rate in their respective area. In addition to the 22 bases in the sample, 72 other bases were categorized using the "1975 Labor Rates for the Construction Industry" (4). The average skilled hourly rates varied from \$5.71 at Charleston AFB to \$13.64 at Elmendorf AFB. Initially, rate groupings were based on a ± \$0.25 deviation which resulted in 13 rate groupings. Since hourly rates tend to fluctuate because of union negotiations, it was determined that the ± \$0.25 deviation was to restrictive and as a result, a deviation of ± \$0.50 was determined to be more workable with eight (8) rate groupings. It is the opinion of this researcher that once

the rate groupings are established at ± \$0.50 deviation, increases will occur uniformly throughout the various rate groupings with minimal impact on the composition of each rate grouping. Table 4.11 represents the rate groupings of the 94 bases that were categorized.

# Discussion on Equating Contract and In-House Resources

In an effort to quantify any differences that may exist between the in-house and contract work force, this researcher presented the following question to the Base Civil Engineers:

"At the present time, the Civil Engineering shops contain individuals that are highly skilled in most of the disciplines that compose a contractor's work force; yet, it is often postulated that the in-house forces could not keep pace with a contractor's disciplined work force. Do you agree with the above statement? Why? If you feel that there is a difference, can you quantify it?"

Of the 22 Base Civil Engineers that were queried, 20 responded with some definite opinions on the area in question. On the responses, 17 disagreed and 3 agreed with the postulated statement. To emphasize the major reasons for the two viewpoints, the following summary is presented:

#### a. Reasons for Agreement:

1. The in-house work force, particularly on the military side, usually includes a significant

# RATE GROUPING OF BASES

Rate Srouping 4 (8.75 - 9.74)	Chanute (ATC) Duluth IAP (ADC) Elisworth (SAC) Ent (AUC) Francis E. Warren (SAC) Grissom (SAC) Grissom (SAC) Hancock Field (ADC) #Hill (AFLC) #Lowry (ATC) McCornell (TAC) McCornell (TAC) McCord (MAC) Miggara Falls IAP (ADC) #Offutt (SAC) Petersen Field (ADC) Plattsburg (SAC)	Rate Grouping 8 (12.75 - 13.74) *Elmendorf (AAC)
Rate Grouping 3 (7.75 - 8.74)	Laughlin (ATC) Loring (SAC) Mac Dill (SAC) Malmstrom (SAC) Minot (SAC) Minot (SAC) Mt. Home (TAC) Pease (SAC) Pope (TAC) Randolph (ATC) Webbins (AFLC) Windell (ADC) Webb (ATC)	Rate Grouping 7 (11.75 - 12.74)  Beale (SAC) Mather (ATC)  Mc Clellen (AFLC)
Rate Gr (7.75	Altus (MAC) Barksdale (SAC) Bergstrom (TAC) Blytheville (SAC) Brooks (AFLC) Carswell (SAC) Caig (ATC) Dyess (SAC) Goodfellow (USAFSS) Grand Forks (SAC) Gunter (AU) Holloman (AFSC) #Kelly (AFLC) #kelly (AFLC) #kirtland (AFSC)	Rate Grouping 6 (10.75 - 11.74)  Castle (SAC)  *Edwards (AFSC)  George (TAC)  Kincheloe (ADC)  Kincheloe (ADC)  Kincheloe (ADC)  Kincheloe (ADC)  Korcheloe (ADC)  Hos Guire (MAC)  Morton (MAC)  Travis (MAC)  Vandenberg (SAC)  Wurtsmith (SAC)
Rate Grouping 2 (6.75 - 7.74)	Cannon (TAC) Columbus (ATC) Eglin (AFSC) England (TAC) Fort Lee (ADC) Kesier (ATC) Langley (TAC) Little Rock (TAC) Myrtle Beach (TAC) Patrick (AFSC) Rese (ATC) Rese (ATC) Sheppard (ATC) Sheppard (ATC)	s (SAC) (SAC) (C) (C) (C) (C) (C) (C) (C) (C) (O) (AFCS) (O) (AFLC)
Rate Grouping 1 (5.25 - 6.24)	*Charleston (MAC)	Andrews (AFSC)  *Bolling (HQCMD)  David-Monthan (SAC)  Fairchield (SAC)  *HANSCOM (AFSC)  HOMESTEAM (TAC)  Luke (TAC)  *Richards-Gebaur (A  Rickenbacker (TAC)  *Rickenbacker (TAC)  *Scott (MAC)  Selfridge (ADC)  Whiteman (SAC)  *Whiteman (SAC)  *Whiteman (SAC)  *Whiteman (SAC)  *Whiteman (ATC)

Asterisk (\*) - Indicates bases in survey

number of trainee/apprentice craftsmen.

The contractor, on the other hand, can
normally maintain a work force of fully
qualified craftsmen.

- 2. The Air Force supply system is cumbersome, inefficient, and unreliable. The contractor's ability to determine and directly buy the equipment and materials he feels are necessary to accomplish the job gives him a significant advantage in the areas of material lead time, avoidance of job stoppage conditions, and smaller overhead expenditures.
- 3. A contractor must survive in a competitive environment. His survival depends on making enough money to meet his operating expenses, to cover re-investments and to realize an acceptable profit. Contrarily, the in-house work force is not competing as a corporate entity; thus, their survival is not contingent on the profit margin.
- in-house work force must be capable of responding to any number of maintenance tasks.

  Types of skills required vary from day-to-day, job-to-job. The contractor is able to realize a higher efficiency factor because of this specialization.

## b. Reasons for Disagreement

- the same labor reservoir. Government pay scales are now comparable to industry and both forces have training programs. There is no sound basis in these facts to assume a difference in skill. The advantage is on the side of the Civil Engineering in-house forces, due to longevity and familiarity with the facilities maintained.
- 2. Specialized equipment for construction type projects is not always available/authorized in a Civil Engineering organization because their prime mission is maintenance, repair, and operations of facilities and utilities.
  As a result of this situation, people are of the opinion that the in-house forces are not capable (skill wise) and therefore accomplish projects by contract.
- 3. The BCE work force, like any other industry, is geared to productivity, with the key being management's ability, at all levels, to motivate the work force. A well organized and motivated BCE work force is far and above contractor efforts.

The opinions of the individuals presented represent an average of between 15-20 years experience in the United States Air Force in senior management positions. Even though the majority of the respondents disagreed with the statement, no one could quantify any difference that may exist. Most did, however, agree that the statement can not be considered accurate unless more definitive qualifications are placed on the environment in which the two resources would be compared.

## Summary of Findings

In an attempt to summarize some of the significant findings in this chapter, this researcher presents the following recapitulation:

- a. Statistically, there is a significant difference between the contract categories of Maintenance,

  Repair, Minor Construction, and Service.
- normal, no other conclusion could be made as to the "Fit" of the data received. The unweighted percentages assigned to supervision, overhead, and profit; labor; and material were tested against the normal distribution using the K-S, Skewness, and Kurtosis tests. The results of the tests are in Appendix F.

- Dollar Amount, were determined for supervision overhead, and profit; labor; and material by contract category. The most notable differences occurred in the labor and material areas for the maintenance and service contract categories.
- d. Skilled average hourly construction rates were determined for each base in the sample. Further research must be accomplished in determining average unskilled hourly rates to be applied against contracts where unskilled labor is the predominant work force. Fifty-six (56) of the 400 contracts sampled were classified as requiring unskilled labor; however, no adjustment could be made in the average skilled hourly rate to account for the above situation.
- e. There was no correlation between geographical location and average skilled hourly rates that prevailed in an area. The concept of Rate Grouping was introduced whereby all bases were placed in eight (8) Rate Groupings based on the prevailing average skilled hourly construction rate in their respective area. Table 4.11 contains the Rate Groupings for 94 bases that were categorized.
- f. The concept of a weighted aggregate adjusted shop rate was introduced, which accounts for only the

Fixed Cost Center Expenses that parallel the costs incurred by a contractor, namely, labor and overhead expenses.

g. No definitive conclusions can be drawn from the Base Civil Engineer's comments on equating contract and in-house resources. The main area of agreement was that adequate evaluation can only be made if a specific situation is analyzed; any attempt to evaluate the two resources in a general context is highly subjective.

#### CHAPTER V

#### FUNCTIONAL RELATIONSHIPS AND MODEL DEVELOPMENT

#### Introduction

In consonance with this researcher's policy of presenting all findings, this chapter will present an in-depth analysis of the functional relationships between the variables obtained in the survey coupled with the development of the manhour models. An attempt will be made to determine if there is correlation between the total contract dollar amount and the percent labor, material, and that of supervision, overhead, and profit submitted by the project engineers. Also, a check will be performed to determine if correlation exists between the average skilled hourly rate and the in-house rates identified as the weighted aggregate adjusted shop rate and the weighted aggregate indicated shop rate. The development of the manhour models will entail calculation of the estimated contractor hours per contract, estimated adjusted equivalent in-house hours per contract and estimated indicated equivalent in-house hours per contract. Regression analysis will then be used to determine the predicted manhours based on a given contract dollar amount. manhour models will be developed, by contract category, for

both the national data, which includes all 22 bases, and on a rate grouping basis; any differences between the models will be analyzed and strong points of each model emphasized. The detailed analysis for each of these processes will be explained as the need arises. The explanations provided in this chapter will provide the background and degree of understanding necessary for future applications of the proposed methodology.

## Functional Relationships

Since it was statistically proven in Chapter IV that each contract category must be considered separately, a correlation procedure was used, by contract category, to determine if correlation existed between the total contract dollar amount (AMOUNT) and the variables percent supervision, overhead, and profit (SOP PER); percent labor (LAB PER); and percent materials (MAT PER). The results of the correlation procedure for the four contract categories are in matrix form and shown in Table 5.1. To assist in interpreting the results, please note the first set of results titled, "National Data-Maintenance Contract Category." If the reader should be interested in checking whether correlation existed between contract dollar amount (AMOUNT) and percent labor (LAB PER); the reader would go to the values located where the row marked "AMOUNT" intersects the column marked "LAB PER." The values at this location are the following:

TABLE 5.1

# CORRELATION COEFFICIENTS -- BY CONTRACT CATEGORY

			NATI GNA	L DATA - MA	INTENANCE CO	NTRACT CATEG	UR Y
N - 107		С	URRELATION C	DEFFICIENTS	/ PROB	> IRI UNDER	HO: RHO=0
	THUCHA	SOP_PER	LAB_PER	HAT_PER			
AMOUNT	1.00000	-0.130846	-0.14788 0.1341	0.232609			
SOP_PER	-0.13C#46	1.000000	-0.431191	-0.057604			
LAB_PER	-9.147488	-0.431191	1.000000	-0.874925			
MAT_PER	0.212409	-0.059604 0.5589	-0.474925 0.0001	1.000000			
			1 TAN	ONAL DATA -	REPAIR CONT	RACT CATEGOR	Y
N = 104		C	ORRELATION C	DEFFICIENTS	/ PROB	> IRI UNDER	H0: RH0=0
	THUUMA	SOP_PER	LAB_PER	HAT_PER			
THUUMA	1.00000	0.048975	-0.156032	0.156904			
SOP_PIR	J. 048575 0.6274	1.000000	-0.495773 0.0001	0.1715			
LAB_PER	-0.156032	-0.495773 0.0001	1.000000	-0.927069 0.0001			
MAT_PER	0.156904 C.1077	0.134042	-0.927069	1.000000			
			NATIONAL D	ATA - MINOR	CONSTRUCT ION	N CONTRACT CA	A TEGOR Y
N = 103		C	DRRELATION CO	DEFFICIENTS	/ PROB :	INI UNDER	HO: RHO-0
	AMOUNT	SOP_PER	LAB_PER	. MAT_PER			
AMOUNT	1.00000	0.071041	-0.127847 0.1952	0.112728	•		
SOP_PER	0.C71041 0.5172	1.000000	-0.465538	0.084841			
L AB_PER	-0.12?047 C.155?	-0.46553B 0.0001	1.000000	-0.921333 0.0001			
MAT_PER	C.112728	0.6014	-0.921333	1.000000			
						RACT CATEGOR	
N - 91		C	ORRELATION CO	SEFFI'CIENTS	/ PROB 3	IRI UNDER I	10: RH0=0
	AMOUNT	SUP_PER	LAR_PER	HATLPER			
AMOUNT	1.00000	-0.082395 0.5564	0.173459	-0.152464			
SOP_PER	-0.082395 0.5564	1.000000 0.0000	-0.328466	-0.029872 0.7755			
LAB_PER	0.173459 0.0562	-0.328466	1.000000	-0.934283 0.0001			
MAT_PER	-0.152464	-0.029872 0.7755	-0.934283	1.000000			

## Results at Intersection of AMOUNT and LAB\_PER

- 0.147888

0.1341

The first portion of the results indicates a correlation coefficient of - 0.14788 exists between the variables AMOUNT and LAB PER. The second value is the significance probability of the correlation coefficient which is the probability that a correlation coefficient that large or larger in absolute value would arise by chance were the random variables truly independent (i.e., were the corresponding population rho=0). That probability is based on the assumption that the values are realizations of random variables having a bivariate normal distribution (8, 208). Therefore, since it is giving the PROB > |R| under H: RHO = 0, at a level of significance of .05, it must be concluded that since the probability of .1341 > .05, one can not reject the null hypothesis that RHO, the population correlation coefficient is not statistically significant at the .05 level of significance.

As can be seen by scanning the results in column one of Table 5.1, the absolute values of the correlation coefficients are small, and one must conclude that no correlation exists between AMOUNT and the variables SOP\_PER, LAB PER, and MAT PER.

The same correlation procedure was used to detect correlation between the average hourly skilled rate (CITY-AVG) that prevails in an area, versus the weighted aggregate indicated and adjusted shop rates (WISHOP and WASHOP) at the base in that respective area. It was initially postulated that since the civilian pay scales for military workers are contingent on the prevailing hourly rates in the area that a correlation would exist. The hourly rates used in the procedure are shown, by base, in Table 5.2. The results of the correlation procedure were contrary to what was initially postulated and are shown in Table 5.3.

The results were conclusive that there was no correlation between CITY-AVG and the variables WISHOP and WASHOP.

However, it should be noted that correlation does exist between WISHOP and WASHOP. This fact was completely predictable if one recalls that WASHOP was derived from WISHOP by deleting the Fixed Cost Center Expenses (FCCE) of TDY, Vehicle, and Supplies. The next section will detail the procedures that will be used in developing the manhour models.

TABLE 5.2

## HOURLY RATES USED IN ANALYSIS

Base	Average City Rate (\$/hr) (CITY-AVG)	Weighted Indicated Shop Rate (\$/hr) (WISHOP)	
Bolling	9.88	7.45	6.92
Charleston	5.71	8.49	8.49
Edwards	11.34	8.27	7.55
Elmendorf	13.64	9.75	8.03
Grand Forks	8.40	7.90	6.75
Hanscom	10.71	9.57	9.00
Hill	8.80	10.14	7.87
Kelly	8.02	9.47	8.61
Kirtland'	7.97	8, 79	7.71
Lowry	9.57	8.10	7.70
Malmstrom	8.60	9.11	7.63
Maxwell	8.32	9.32	8.01
Moody	7.44	8.87	8.25
Nellis	10.15	8.46	7.50
Offutt	8.90	8.72	7.57
Richards-Gebaur	10.45	7.80	6.97
Scott	10.71	8.99	8.07
Seymour-Johnson	7.48	10.40	8.66
Tinker	8.66	9.18	8.02
Tyndall	8.64	7.17	6.49
Williams	10.27	9.32	8.40
Wright-Patterson	10.14	9.53	8.45

TABLE 5.3

HOURLY RATE CORRELATION RESULTS - 22 BASES

	CITY-AVG	WASHOP	WISHOP
CITY-AVG	1.0000	-0.107039	0.013008
	0.0000	0.6401	0.9530
WASHOP	107039	1.0000	0.805147
	0.6401	0.0000	0.0001
WISHOP	0.013008	0.805147	1.0000
<del></del>	.9530	.0001	0.0000

#### Model Development

#### A. Theory and System Logic

The procedure for developing the manhour models is a straightforward process once the reader is familiar with the terminology and concepts used to this point. Figure 5.1 illustrates the steps that will be followed in development of the models both on a National and Rate Grouping basis for the four contract categories. One of the most important steps in the analysis is the determination of the labor dollars for each individual contract. Recall that in the questionnaire, the project engineer most familiar with each contract was tasked with identifying the percentage breakout for supervision, overhead, and profit; labor; and material. In order to determine labor dollars for each contract, the percent labor (LAB-PER) was multiplied by the contract dollar amount (AMOUNT) to yield labor dollars. Once the labor dollars are determined, the estimated contractor hours (ECON HRS), estimated indicated equivalent hours (EINHSE I), and the estimated adjusted equivalent hours (EINHSE A) can be calculated for each contract. It is important to note that the item of most concern is the estimated adjusted equivalent hours, EINHSE A, which is the equivalent in-house hours based on this researcher's approach. ECON-HRS and EINHSE I will be shown strictly for comparison purposes.

To aid in the computations and understanding of the procedure, the following formulas are provided:

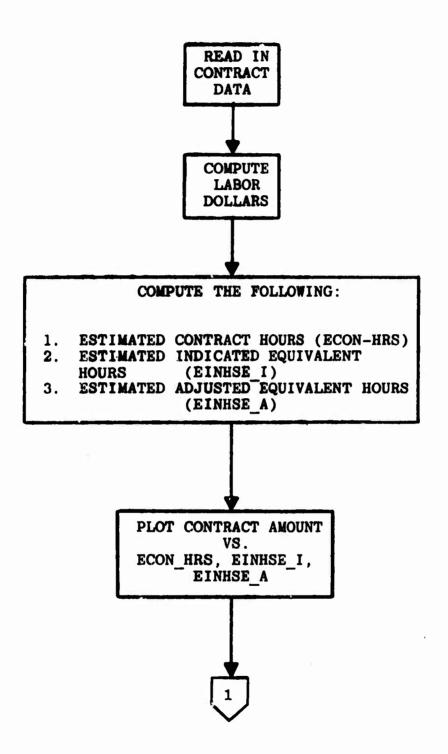


Figure 5.1. Macro flow chart--development of manhour models

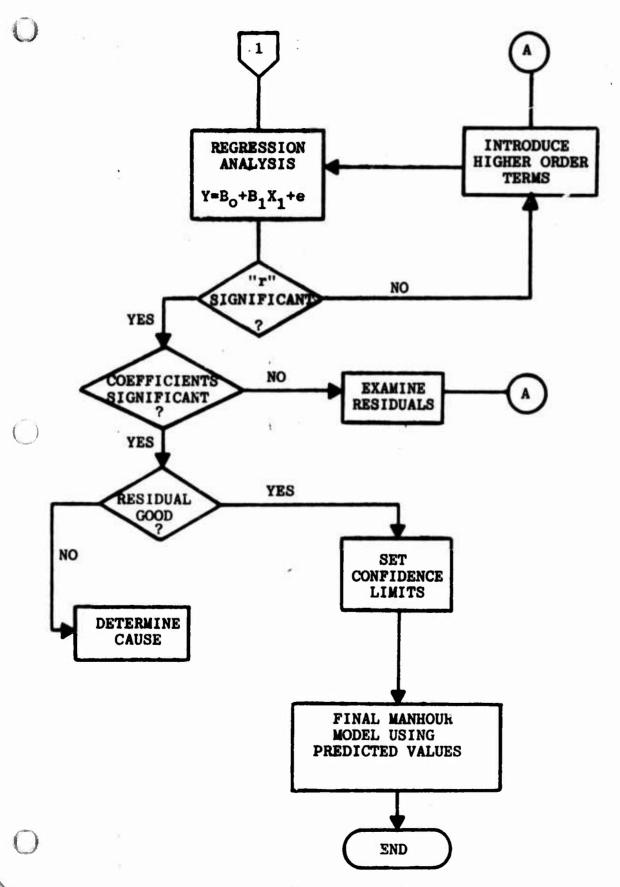


Figure 5.1 (Continued). Macro flow chart--development of manhour models

1. ECON-HRS = Labor Dollars per Contract (MNLAB, RPLAB, MCLAB, SVLAB)
Skilled Hourly Construction Rate (CITY-AVG)

#### where:

CITY-AVG = skilled hourly rate prevailing in the area where the contract was performed.

MNLAB = labor dollars on Maintenance Contracts

RPLAB = labor dollars on Repair Contracts

MCLAB = labor dollars on Minor Construction Contracts

SVLAB = labor dollars on Service Contracts

2. EINHSE-I = Labor Dollars per Contract
Weighted Aggregate Indicated Shop Rate (WISHOP)

#### where:

WISHOP = the weighted aggregate indicated shop rate which includes all Fixed Cost Center Expenses (FCCE) at the particular base where the contract was performed.

3. EINHSE-A = Labor Dollars per Contract
Weighted Aggregate Adjusted Shop Rate (WASHOP)

#### where:

WASHOP = the weighted aggregate adjusted shop rate which includes only those FCCE's that parallel the expenses incurred by a civilian contractor at the particular base where the contract was executed.

NOTE: Table 5.2 identifies the hourly rates assigned to CITY-AVG, WISHOP, and WASHOP, respectively.

The above computations will be accomplished for each project, by contract category. Each of the manhour variables will then be plotted against its respective contract dollar amount in order to determine if the data fits a pattern

that is identifiable. Regression analysis, which employs the method of least squares, will then be used to examine the data in an effort to identify dependency relationships between independent and response (dependent) variables, in order that the manhour forecast models be determined. Based on the approach of this researcher, only two variables were considered in the regression analysis, namely; manhours, which is the response variable, and the contract dollar amount, which is the independent variable. Once the model is tested using the above two variables, the Statistical Analysis System (SAS) indicates the coefficient of determination,  $r^2$ , from which the correlation coefficient, r, can be determined by taking the square root. The correlation coefficient is a measure of the degree of closeness of the linear relationship between two variables. If the correlation coefficient, r, is not statistically significant (9, 174), the only alternative is to introduce a higher order variable since there are only two variables under consideration. If this fails, a different research approach must be taken to yield equivalent in-house hours.

Since the correlation coefficient is only one indicator of fit, the residual values must then be analyzed for insight into how the model can be improved or as a further check on the accuracy of the model. Once it is shown that the residuals fall randomly within a horizontal band and

exhibit no discernible pattern, and the coefficients are checked for significance, the final phase of model development requires that confidence intervals be placed around the predicted response values.

#### B. Model Results

The data was analyzed using the procedure in Figure 5.1; the manhour data was calculated, by contract category, for each contract obtained in the survey and is shown in Appendix E. In the development of both the National and Rate Grouping manhour models, all models were determined to be linear and represented by the general form:  $Y = B_1 + B_1 X + e$ . Since there was very little flexibility in the development of the models, it would have been necessary to revise the complete approach to model development if a simple bivariate model could not be fitted to the data. In all cases, the correlation coefficients were proven to be statistically significant at 95% confidence (9, 557). The sum of squared residuals was very high in all cases; however, this was attributed mainly to approximately 10% of the values that showed large residual values in contracts over \$100,000. Since this is an initial research effort and very little data was obtained on contracts over \$100,000, this researcher determined that it would be more representative to retain the extreme values in order not to bias the research

random dispersion and in the opinion of this researcher no pattern was exhibited.

As was pointed out in Chapter IV, the "Rate Grouping" technique was used solely for the purpose of grouping the bases to obtain approximately the same dollar per hour labor rate. Due to the limited sample size, manhour models could only be developed for rate groupings which contained sufficient bases as per Table 3.2. As a result of the above constraint, coupled with the rate groupings in Table 4.11, only two (2) rate groupings could be analyzed. The equivalent manhour models were developed, by contract category, for three (3) special groupings. The groupings were as follows:

- National included all 22 bases regardless of prevailing hourly skilled rates.
- Rate Grouping 3 included bases with prevailing average hourly skilled rates in the range (7.75 8.74), which included the following bases: Tinker, Tyndall, Maxwell, Malmstrom, Kirtland, Kelly, and Grand Forks.
- 3. Rate Grouping 5 included bases with prevailing average hourly skilled rates in the range (9.75 - 10.74), which included the following bases: Nellis, Williams, Wright-Patterson, Richards-Gebaur, Hanscom, Bolling, and Scott.

Tables 5.4 thru 5.6 illustrate the results obtained using the regression procedure, by contract category, for the above three groupings. It is important to note the

TABLE 5.4

NATIONAL DATA-EQUIVALENT IN-HOUSE MANHOUR MODELS (BY CONTRACT CATEGORY)

	Contract Category	Model	No. of Contracts	"r" For Model	"r" To Be Statistically Significant @ .95
_:	Maintenance	EINHSE_A = .0597 X AMOUNT	102	. 880	,194
<b>~</b> :	Repair	EINHSE_A = 736.5 + .0383 X AMOUNT	OUNT 104	.861	.193
~	Minor Construction	Minor Construction EINHSE_A = .0466 X AMOUNT	103	.962	.193
<i>:</i>	Service	EINHSE_A = .0901 X AMOUNT	16	476.	. 205

1

TABLE 5.5

RATE GROUPING 3--EQUIVALENT IN-HOUSE MANHOUR MODELS (BY CONTRACT CATEGORY)

	Contract Category	Model	No. of Contracts	"r" For Model	"r" To Be Statistically Significant @ .95
•	Maintenance	EINHSE_A = .0587 X AMOUNT	33	648.	. 335
•	Repair	EINHSE_A = 1466 + .033 X AMOUNT	34	.871	.330
•	Minor Construction EINHSE_A = .0450	EINHSE_A = .0450 X AMOUNT	34	.975	.330
•	Service	EINHSE_A = 111.6 + .065 X AMOUNT	35	666.	.325

TABLE 5.6

RATE GROUPING 5--EQUIVALENT IN-HOUSE MANHOUR MODELS (BY CONTRACT CATEGORY)

istically @ .95				
"r" To Be Statistically Significant @ .95	6 te .	116.	.325	.374
For Model	.928	.977	068.	. 992
No. of Contracts	30	31	35	26
Model	EINHSE_A = .0607 X AMOUNT	EINHSE_A = -491.4 + .0703 X AMOUNT	n EINHSE_A = .045 X AMOUNT	EINHSE_A = .0998 X AMOUNT
Contract Category	Maintenance	Repair	Minor Construction EINHSE	Service
chy and	. 102 1	۸;	~	:

increase in the correlation coefficients in the Rate Groupings as compared to the National Data.

The detailed regression analysis results, 95% confidence intervals around the predicted line, and plots of the predicted versus observed equivalent in-house hours, EINHSE-A, are shown for the National and Rate Grouping data in Appendices G and H, respectively.

#### C. Constraints

Both the National and Rate Grouping equivalent in-house manhour models require clarification as to when each should be used. This researcher will list those items which can be considered of major importance in using the models.

### 1. NATIONAL MODELS

- A. The models in this category reduce the impact of the subjectivity that can be introduced at the local level when estimated inputs are determined concerning percentage breakout of a contractor's costs.
- B. The models are not accurate at the local level, for it can not compensate for the significant variability in the prevailing skilled hourly rates (i.e. Charleston \$5.71, and Edwards \$11.34). They are accurate, however, if a command is dispersed throughout the CONUS and consolidates the calculation of equivalent in-house hours for contracts at the headquarters level.

#### 2. RATE GROUPING MODELS

- A. Due to the limited sample size for each

  Rate Grouping, the subjectivity, introduced

  by estimating at the base level, is more

  pronounced in the development of the manhour

  models.
- B. The manhour models determined for the two Rate Groupings are highly accurate at the local level and compensate for the local labor situation.

#### 3. GENERAL CONSTRAINT OF THE MODELS

Due to the lack of contracts under \$2,000 and over \$100,000, the models can only be considered accurate within the range where the contracts were available. Accuracy below \$2,000 or over \$100,000 is questionable due to the residuals obtained especially for the larger contracts.

## Summary of Findings

To present the findings in this chapter, the following summary is provided:

Amount and the percentages attributed to supervision, overhead, and profit; labor; and material.

- b. No correlation existed, on a National basis,

  between the prevailing average skilled hourly
  rates and the weighted aggregate adjusted and
  indicated shop rates at the bases.
- c. Correlation exists between the weighted aggregate adjusted and indicated shop rates (WASHOP and WISHOP) which was predictable since WASHOP was derived from WISHOP, less the Fixed Cost Center Expenses of Vehicle, TDY, and Supplies.
- d. Equivalent manhour models were successfully developed using bivariate models, by contract category, for the National data and two (2) Rate Groupings. All models were highly correlated and coefficients were tested for significance. Tables 5.4 thru 5.6 illustrate the models developed.

#### CHAPTER VI

#### APPLICATIONS AND PROCEDURES

#### Introduction

The purpose of this chapter is to present the procedures necessary to use the equivalent in-house manhour models at both the command and base levels. A logic flow chart will be presented to guide the user in a step by step process to determine whether or not a particular contract should be considered for calculation of manhour equivalents.

Sample problems will be presented for both the National and Rate Grouping categories and also the limitations of the models developed.

## Logic Flow Chart

Figure 6.1 details the procedures required to ascertain whether or not a contract should be considered for inclusion and how to calculate equivalent in-house manhours. Recall from Chapter I that only the contract categories of Maintenance, Repair, Minor Construction, and Service Contracts are under consideration; all other contract categories (i.e. MCP and P 341) are considered out of the realm of in-house accomplishment. Even though the contract categories have been carefully screened, further restrictions exist

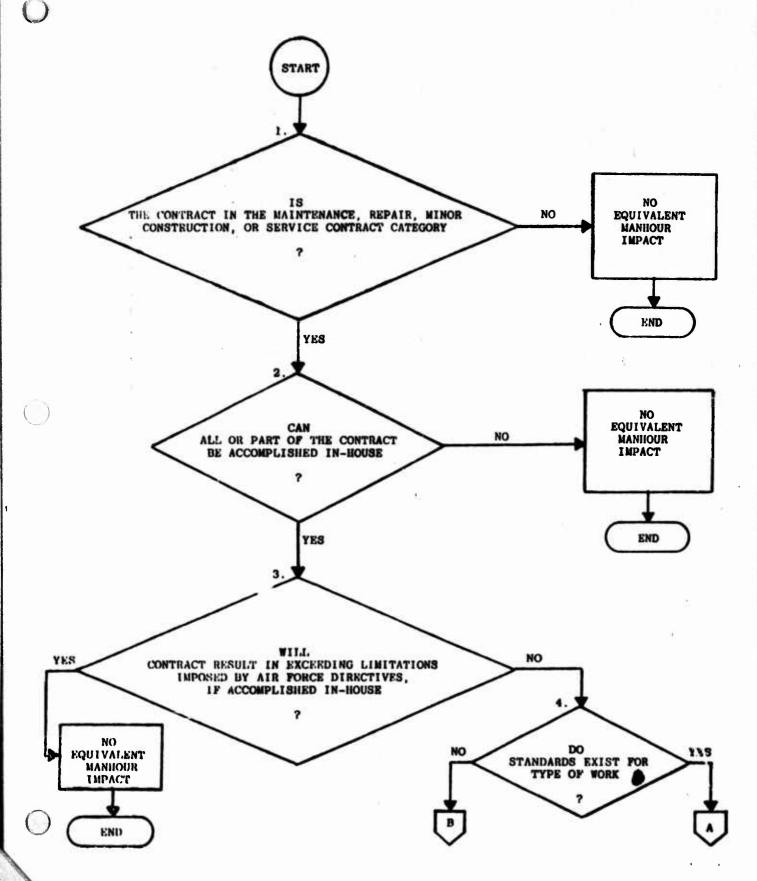
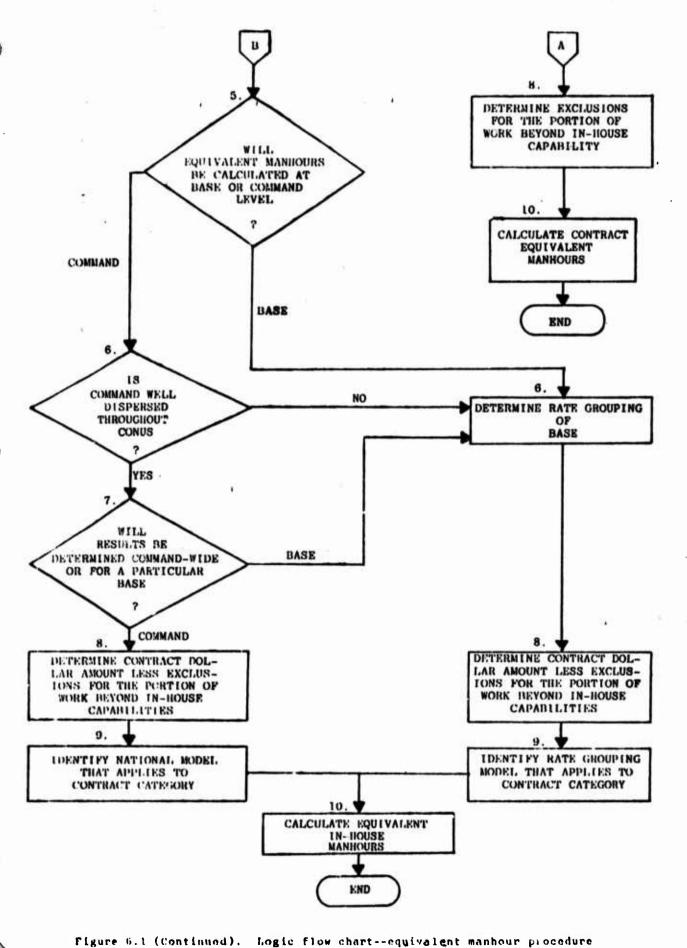


Figure 6.1. Logic flow chart--equivalent manhour procedure



within each contract category that may nullify applying the procedure to a given contract. The following steps parallel the logic in Figure 6.1 and will aid in the application of the procedure:

- 1. Identify the contract category of the facility contract under consideration. If the contract is not in either the Maintenance, Repair, Minor Construction, or Service Contract category, the contract should be removed from consideration.

  If the contract is in one of the above categories, proceed to the next step.
- 2. The Base Civil Engineer (BCE) must determine whether all or part of the contract is within the capability of the in-house forces to accomplish. If all or part of the contract requires skills or equipment that are not available in-house, that portion of the contract should be removed from consideration for there is no equivalent manhour impact. If, on the other hand, the expertise exists in-house and the equipment is available, proceed to the next step. (NOTE: If the capability exists in-house, however, but due to the lack of in-house manhours or funds the contract approach was used, this contract must be considered for further evaluation and the user is to proceed to the next step.)

- 3. If the scope of the contract is within in-house capability, the BCE must ascertain if the contract would result in exceeding limitations imposed by Air Force directives if accomplished in-house (i.e., if a contract is in the Minor Construction category and the estimated in-house manhours to accomplish the work would put the base over the 5% limitation on total manhours, this contract should be removed from consideration). If no limitations will be exceeded, all or part of the contract will be used in calculating equivalent manhours.
- 4. Once it has been determined that contract
  equivalent manhours will be calculated for a
  particular contract, the local Management Engineering
  Personnel (MEP) must check Air Force Manual 26-3
  to see if standards have already been developed for
  the work centers involved in that type of contract.

  If they are available, contract equivalent manhours
  should be calculated at this point. If the standards
  are not available, the methodology in this research
  effort will be used.
- 5. In order to determine which equivalent manhour model to use, the user must decide at what level the computations would be made, either command or base.

- 6. If at the base level, the user must determine in what rate grouping the base is located, in order that the proper equivalent manhour model be applied. If the user is applying the procedure at the command level, a decision must be made as to whether or not the particular command is well dispersed throughout the CONUS. If the bases within that particular command are well dispersed, the National manhour models may be used; if not, the calculations must be made by base after their respective rate grouping is determined.
- 7. If a command is well dispersed throughout the CONUS and intends to compile the results commandwide, the National models can be used with a high degree of accuracy. If a command compiles the results to assess the impact at each base, the rate grouping for the base must be determined before proceeding any further.
- 8. The BCE must determine the total contract dollar amount, less any exclusions for the portion of work beyond in-house capability, to be used in the equivalent manhour model.
- 9. MEP must then select the proper equivalent manhour models, either National or on a Rate Grouping basis, that should be applied to the respective contract category.

10. Finally, the MEP have now reached the point where contract equivalent manhours can be calculated.

#### Sample Problems

The purpose of the following problems is to assist in the application of the methodology developed in this research. The procedures in both problems parallel the steps illustrated in Figure 6.1.

#### A. Use of the National Manhour Models

Headquarters Air Training Command, which is well dispersed throughout the CONUS, has decided that contract equivalent manhours will be calculated at the headquarters to assess the manhour impact, command-wide, of their facility contracts. The data received from the bases is as follows:

Project Number	Base	Contract Category	Total Contract Dollar Amount (Less Exclusions)
LO 5-1	Lowry	Mtce	\$35,000
MO 5-2	Moody	Mtce	\$43,200
MO 5-3	Moody	Repair	\$27,000
WM 5-4	Williams	MC	\$26,200

The methodology used in analyzing the problem is as follows:

 Verify the contract categories to insure that the categories are included as one of the four types that have been stipulated.

- P. Since the contracts were submitted by the base, insure that they can be accomplished in-house.
- 3. Insure that the contracts submitted by the bases are not in violation of existing Air Force directives if they were to be accomplished in-house.
- 4. Perform a check of existing standards to identify that none were available for the type of work being considered.
- 5. As the problem states, the equivalent manhour calculations will be accomplished at the command level.
- 6. Check to determine if the bases in that command are well dispersed throughout the CONUS.
- 7. If the results are to be calculated for the entire command, the National manhour models can be used.
- 8. Portions of the contract which can not be accomplished in-house have been removed from the total contract dollar amount at base level before submission to the command.
- 9. Since the National manhour models apply, the models required for these calculations are in the Maintenance, Repair, and Minor Construction categories. Recall from Table 5.4 that the respective equivalent manhour models are as follows:

#### Contract Category

## Manhour Models

Maintenance

EINHSE-A = .0597 X AMOUNT

Repair

 $EINHSE-A = 736.5 + .0383 \times AMOUNT$ 

Minor Construction EINHSE\_A = .0466 X AMOUNT

10. The callions, by contract, are as follows:

### Maintenance

- a. EINHSE  $A = .0597 \times (35,000) = 2119.4 \text{ manhours}$
- b. EINHSE\_A =  $.0597 \times (43,200) = 2579.0 \text{ manhours}$

### Repair

EINHSE\_A =  $736.5 + .0383 \times (27,000) = 1770.6 \text{ manhours}$ 

### Minor Construction

 $EINHSE_A = .0466 \times (26,200) = 1220.9 \text{ manhours}$ 

### Summary of Results

Total Impact = 2119.4 + 2579.0 + 1770.6 + 1220.9
= 7689.9 manhours

TOTAL IMPACT =  $\frac{7689.6}{1728}$  =  $\frac{4.5 \text{ manyears}}{4.5 \text{ manyears}}$ 

NOTE: The Air Force factor to convert manhours to manyears is 1728 manhours/manyear.

B. Use of Rate Grouping Manhour Models

Wright-Patterson AFB is in the process of determining
total contract equivalent manhours for its contract effort

during FY 75. After a review of the contracts was accomplished by Base Civil Engineering, the following contracts were submitted for evaluation:

Project Number	Contract Category	Contract Amount (Less Exclusions)
WP 4-5	Mtce	\$86,300
WP 4-12	Repair	\$51,600
WP 4-8	мс	\$46,200
WP 4-23	Service	\$81,000

The methodology used in analyzing the problem is as follows:

- Verify the contract categories to insure that the categories are included as one of the four types that have been stipulated.
- Insure that the contracts can be accomplished in-house.
- 3. Insure that the contracts are not in violation of existing Air Force directives if they were to be accomplished in-house.
- 4. Perform a check of existing standards to identify that none were available for the type of work being considered.
- 5. Since the calculations are being performed at the base level, determine the Rate Grouping of the base.
- 6. Recall from Table 4.11 that Wright-Patterson AFB is located in Rate Grouping 5.

- Does not apply for calculations at the base level.
- Portions of the Total Contract Dollar Amount 8. which can not be accomplished in-house have been removed.
- Recall from Table 5.6, the equivalent manhour models for Rate Grouping 5 are as follows:

### Contract Category

Manhour Models

Maintenance

EINHSE A =  $.0607 \times AMOUNT$ 

Repair

EINHSE  $A = -491.4 + .0703 \times AMOUNT$ 

Minor Construction EINHSE A = .045 X AMOUNT

Service

EINHSE A = .0998 X AMOUNT

The calculations, by contract, are as follows:

### Maintenance

EINHSE A =  $.0607 \times (86,300) = 5238.4 \text{ manhours}$ 

## Repair

EINHSE A =  $-491.4 + .0703 \times (51,600) = 3136.1$  manhours

## Minor Construction

EINHSE A =  $.045 \times (46,200) = 2079.0 \text{ manhours}$ 

## Service

EINHSE A =  $.0998 \times (81,000) = 8083.8 \text{ manhours}$ 

## Summary of Results

Total Impact = 5238.4 + 3136.1 + 2079.0 + 8083.8 (manhours)

= 18537.3 manhours

Total Impact =  $\frac{18537.3}{1728}$  =  $\frac{10.73 \text{ manyear}}{}$ (Manyears)

### Model Limitations

- 1. Since over 85% of the contracts were under \$100,000, potential users should restrict their applications to the above dollar amount until additional contract data may be obtained to assess the impact on the manhour models over \$100,000.
- 2. Due to the lack of contract data for contracts under \$2,000, some National and Rate Grouping manhour models show significant intercepts which essentially point out that if there are zero contract dollars, the equivalent in-house manhours will be equal to the intercept. This is not a desirable result. The user must be cognizant of this fact and not use the manhour models for contracts under \$2,000 when an intercept exists in the manhour models. Additional contract data must be gathered to evaluate the impact on the manhour models under \$2,000.
- 3. The National manhour models are not valid at the local bases and should only be used to assess the manpower impact, command-wide, throughout the CONUS.
- 4. Due to the limited sample size, the equivalent manhour models for bases in only two rate groupings could be determined. Additional contract data must be obtained in order to complete the models for the other six rate groupings.

#### CHAPTER VII

#### FINAL ANALYSIS AND RECOMMENDATIONS

### Introduction

To this point efforts have been concentrated on developing a methodology to calculate contract manpower equivalents. In the opinion of this researcher, the study was successful in that an objective technique was developed to calculate contract manpower equivalents, coupled with simplified procedures for use of the manhour models developed. In all cases, the detailed findings were presented at the end of each chapter when appropriate. The remainder of this report will concentrate on the researcher's overall conclusions on the study and possible recommendations for future research efforts in this area.

## Conclusions on the Methodology Developed

Since no previous research efforts were concentrated in this area, no direct comparisons can be made between existing procedures and the procedures developed in this research. However, this researcher will present what he feels are the most important conclusions that can be made based on the methodology and procedures developed. The conclusions are as follows:

- No comparison could be made to any existing reports due to the format in which the data was received on these reports. In all cases contracts were combined, regardless of contract category, which procluded any valid comparisons. This researcher does acknowledge the fact that the methodology developed does not have the precision of an AFR 26-12 review. The AFR 26-12 review is a detailed effort to determine whether or not a service should go in-house or contract; it itemizes all costs associated with both methods to determine which method of accomplishment is most economical. The methodology developed in this research effort does not consider productivity and is geared to providing equivalent in-house manhours that could be obtained with a given contract dollar amount.
- This research provides a common interpretation of contract manpower equivalents which rules out the possibility of misinterpretation at all levels of command.
- 3. It was statistically proven that a significant difference exists between the contract categories of Maintenance, Repair, Minor Construction, and Service which precludes combining all contract categories as was accomplished in the past.

- manhour models could be developed, by contract category, and that simplified procedures could be formulated for application of the manhour models.

  The models developed are standardized and allow for direct comparison between commands and bases.
- for combining bases and reducing subjectivity
  at the local level. The manhour models developed
  can be used at the national level, when the
  results are desired for a group of bases dispersed
  throughout the CONUS, or on the local level using
  the models developed within a rate grouping.
- 6. All that is required to use the manhour models is the total contract dollar amount, less exclusions for work that is not within in-house capability. It is important to note that unless the procedures developed in this research for using the models are strictly adhered to, subjectivity may be introduced at the local level which may bias the inputs. USΛΓ/PRM/PRE must be highly cognizant of the above when developing the implementation plan, if the procedure is approved.
- 7. The manhour models <u>must</u> be used only for contracts in the range of \$2,000-\$100,000; any extrapolation

beyond these points is highly discouraged and would represents misuse of the manhour models. A manual procedure must be used for contracts under \$2,000; however, it is highly unlikely that contracts beyond \$100,000 are within in-house capability.

8. It is imperative that USAF/PRM/PRE recognize that a significant difference can exist between rate groupings for a given contract dollar amount, regardless of the prevailing average skilled hourly rates. Recall from Chapter IV, the average skilled hourly rates were used only for grouping the bases; the manhour models, on the other hand, were developed using the labor portion of a given contract and the weighted aggregate adjusted shop rates at the given bases. Since there is no correlation between shop rates and skilled hourly rates; it is very possible to have a base in a high rate grouping obtain more equivalent in-house manhours per contract than a lower rate grouping. This will result from either a larger labor portion of the contracts or lower weighted aggregate adjusted shop rates. The models are highly accurate at the base level due to the correlation between the predicted values, using the manhour models, and the observed values at each of the bases. Approximately 12% of the contracts were classified as requiring unskilled labor, over 50% of which were in the Service Contract category. This researcher could determine no way of objectively ascertaining unskilled hourly in-house rates and hence, could not develop unskilled equivalent in-house manhour models. The user must be cognizant of this fact and expect to obtain lower equivalent in-house manhours for the unskilled contracts, since the weighted aggregate adjusted shop rates, which represents the skilled in-house shop rates, were used in the development of the manhour models.

## Recommendations for <u>Future</u> <u>Efforts</u>

9.

The recommendations for future research efforts can best be summarized as follows:

- If the procedure is approved, it is highly recommended that additional bases be sampled in order to complete the manhour models for the other six (6) rate groupings.
- 2. The procedure developed can be used, utilizing the "Rate Grouping" technique, to calculate the RIMILOC values provided that objective measures of productivity for both the in-house and contract forces can be determined. The procedure developed

will yield estimated total contractor hours for a given contract dollar amount which is calculated regardless of productivity. If the productivity of the contractor is known, the contractor hours determined can be adjusted downward to obtain the hours if the contractor was 100% productive. The adjusted hours at 100% productivity can then be divided by the in-house rate to yield the RIMILOC value.

3. Once the rate grouping manhour models have been completed and the procedure implemented, this researcher recommends that a similiar study be performed after approximately two years to assess any differences that may have occurred, and if needed, modify the manhour models.

### Summary

It is hoped that this research effort be recognized as one solution to the problem of contract manpower equivalents. Considering the results obtained, this researcher strongly recommends approval of the procedure developed in this research and completion of the study.

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APPENDIX A
GLOSSARY OF ABBREVIATIONS AND TERMS

## ABBREVIATIONS

AAC - Alaskan Air Command

ADC - Air Defense Command

AFCS - Air Force Communications Service

AFLC - Air Force Logistics Command

AFSC - Air Force Systems Command

ATA - Actual Time Accounting

ATC - Air Training Command

AU - Air University

CONUS - Continental United States

HQCMD - Headquarters Command

MAC - Military Airlift Command

SAC - Strategic Air Command

TAC - Tactical Air Command

## TERMS

Adjusted Aggregate Shop Rate - Aggregate Shop Rate less the Fixed Cost Center Expenses (FCCE) of material, TDY, and vehicle expenses.

Aggregate Shop Rate - the weighted average shop rate, weighted on the basis of anticipated direct manhours, for all cost centers authorized under the UDL.

Average Skilled Wage Rate - the average of 30 skilled wage rates for construction trades that exist in an area.

Contract Equivalent In-house Hours - the estimated in-house Civil Engineering manhours that can be obtained from a given total contract dollar amount.

<u>rederal Wage Rate</u> - the minimum hourly rate, per construction trade, to be paid for contracts under the Davis-Bacon Act.

<u>Rate Grouping</u> - the technique of grouping bases based on their prevailing Average Skilled Wage Rates.

Skilled Wage Rates - the prevailing hourly union rate for a construction trade in a given area.

Weighted Aggregate Adjusted Shop Rate - the Adjusted

Aggregate Shop Rate for 16 cost centers in the Operations

and Maintenance branch of Civil Engineering, weighted on

the basis of anticipated direct manhours.

Weighted Aggregate Indicated Shop Rate - the Aggregate

Shop Rate for 16 cost centers in the Operations and Maintenance branch of Civil Engineering, weighted on the basis of anticipated direct manhours.

APPENDIX B
BASE CONTRACT AND HOURLY RATE DATA

This appendix includes all the data used in the development of the methodology for this research effort.

The data encompasses two main areas: Contract and Hourly Rate data. The contract data is for each of the categories of Maintenance, Repair, Minor Construction, and Service Contracts. The Hourly Rate data is presented by base and includes all pertinent information concerning the hourly rates prevailing at a particular base. To assist in interpreting the data, the following explanation is provided for each term in the data sets.

### Base Contract Data

VARIABLE NAME	EXPLANATION
AMOUNT	Total Contract Dollar Arount
BASE	Installation which submitted the data
CATEGORY	Classification as to whether the job required skilled or unskilled labor
LAB-PER	The percent of the contract dollar amount attributed to labor
MAT-PER	The percent of the contract dollar amount attributed to material
PROJ-NUM	Base project number assigned to each facility contract
SOP-PER	The percent of the contract dollar amount attributed to supervision, everhead, and profit
TYPE	The contract category under consideration (i.e. MTCE-maintenance, etc)

# Hourly Rate Data

VARIABLE NAME	EXPLANATION
ASHOP	The weighted hourly portion, based on direct manhours, assigned to the adjusted shop rate for each cost center
ASHOP-RT	Adjusted Shop Rate for each cost center
CATEGORY	Name of a cost center
CITY-AVG	Skilled average hourly construction rate prevailing in the area around a base
COST-CTR	Numerical designation for the work center
DIR-MHRS	Direct manhours available for each cost center after adjusting for productivity
ISHOP	The weighted hourly portion, based on direct manhours, assigned to the indicated shop rate for each cost center
ISHOP-RT	Indicated Shop Rate for each cost center
TMHRS	Total direct manhours for all cost centers being considered in analysis
UNION-RT	Union rate for each skill prevailing in the area around a particular base
WAGE-RTE	Current Federal Wage Rate for journeyman in the respective skills
WASHOP	Weighted Aggregate Adjusted Shop Rate (NOTE: The last value in the column represents the weighted aggregate adjusted shop rate for all the cost centers)

BASE CONTRACT DATA

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APPENDIX C
SAMPLE QUESTIONNAIRE

This appendix includes the letter requesting support from the Major Commands to accomplish the survey, and a sample questionnaire. The importance of this research effort is reinforced by the fact that Brigadier General Jack I. Fosner, the Director of Manpower and Organization for the United States Air Force, signed the letter requesting support. The questionnaire represented a coordinated effort between Base Civil Engineering, Base Procurement, and the local Management Engineering Team.

# DEPARTMENT OF THE AIR FORCE HEADQUARTERS UNITED STATES AIR FORCE WASHINGTON, D.C. 20330



ATTH OF PRICE

2 0 MAR 1975

wester Determination of Contract Manpower Equivalents

AAC AFSC SAC TAC
ADC ATC HQ COMD USAF USAFSS
AFCS AU MAC AFLC

(Manpower & Organization/Engineering and Services)

- 1. Under the AFIT program, students are encouraged to conduct research in areas that will significantly benefit the Air Force. In accordance with the above policy, AF/PRM and AF/PRE have recently approved an AFIT study concerning contract manpower equivalents which will be conducted by Capt Robert E. Cori, Jr., a graduate student at West Virginia University.
- 2. Capt Corsi's project will focus on developing a methodology for determining contract manpower equivalents. It is anticipated that this research will identify specific relationships between Civil Engineering in-house and contract manhours and dollars. The end result should provide a methodology for evaluating existing and projected requirements.
- 3. To meet these objectives, a questionnaire will be forwarded to major commands during the month of Murch 1975 for completion by METs assigned to 23 Air Force installations. The questionnaire will require approximately one man-week of effort and will request data in the following areas: contract costs and contract manhours, in-house BCR manhour rates, and federal wage rates. Upon completion, METs should forward questionnaires directly to Captain Robert Corsi, AFROTC, Det 915, West Virginia University, Morgantown, West Virginia, 23501 (telephono number: 304-293-0111).
- 4. Attached is a list of bases selected to participate in this study. The selection was based on factors such as: geographic location, area labor costs, contract costs, and interface with available Bureau of Labor statistics information. Request that you notify affected METs of this project.

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5. While your complete support is necessary to insure the success of this endeavor, it should be emphasized that AFIT regulations clearly stipulate that the questionnaire response must be voluntary. Therefore, if this workload critically conflicts with scheduled management engineering studies, request that you notify the Civil Engineering MET at Dover AFB. project officer Major James G. Floodss, Autovon 455-6891/92.

FOR THE CHIEF OF STAFF

1 Atch

Selected Bases

Cy to: Det 4, 1600 MES (MAC) Dover AFB, Del 19901

HQ USAF/PREMC

HQ USAF/PRIMRE

JACK I. POSMER, Brig Gen, USAF Director of Manpower and Organization

## BASE LEVEL

SURVEY AND QUESTIONNAIRE

FOR

A NETHODOLOGY FOR DETERMINING CONTRACT HANDOVER EQUIVALENTS STUDY

8CN: 75-86

# SURVEY MONITOR

Capt Robert E. Corsi Jr. 1293 Van Voorhie Rd. Apt#1. Horgantown, West Virginia 26505 Graduate Student West Virginia University

### INSTRUCTIONS FOR COMPLETION OF QUESTIONNAIRE

- This questionnaire is being used in an effort to establish a method for determining contract manpower equivalents.
- 2. Your response is voluntary and the names of the respondents will not be used in the report. I do request that if at all possible a contact name and phone number be provided in the remarks section of each portion of the questionnaire. Again, I emphasize that the names of respondents will not be used.
- 3. The Management Engineering Detachment is the OPR for this questionnaire and will require extensive coordination with the Base Civil Engineering organization and Base Procurement in order to complete the survey.
- 4. Individual instructions are provided for each section of the questionnaire. In order to insure that all items have been completed the following checklist is provided:
  - Contract Data Questionnaire Number I.
  - Contract Data Questionnaire Number II

    ( 3 questionnaires abould be included- 1 for each of the categories:
    Mai::emance, Repair, and Minor Construction)
  - Shop Rate Analysis- Questionnaire Number III
  - Copies of the worksheets used to determine the present shop rate that is in affect for each cost center( Should be 20-30 worksheets)
  - Copies of the current Federal Wage Rates that are presently being used on Maintenance, Repair, Minor Construction, and Service Contracts (This is the only time that this item is mentioned-Federal Wage Rates can be obtained from Base Procurement)
  - BCE'S Remarks as to how the contract work force compares to the im-house work force
  - Local MET comments concerning their method for calculating contract manpower equivalents
- 5. To Clarify Questionnaire Number II the respondent must review the completed contract file on a project in the Maintenance, Repair, and Minor Construction categories in order to summarize the total manhours per trade that were used over the life of the project. The information must be obtained from the weekly manhour reports which are required by the Davis-Bacon Act for contracts over \$2000. Insure that the contracts selected have already been identified on Contract Data-Questionnaire Number I.
- 6. I realize that the amount of data required is extensive and will require considerable effort to obtain; however, if you provide the necessary data, I am confident my objectives will be realized. I thank you for your cooperation in this effort. If there are any questions, please feel free to call me at (304) 599-1599 or at the West Virginia University ROTC Detachment(USAP) (304) 293-151.

ROBERT E. CORSI JR. Captain, USAF

#### CONTRACT DATA - QUESTIONNAIRE NUMBER I

SOURCE:

- 31 December 1974 Maremic (Maintenance, Repair, Minor Construction)
-Service Contract Project Records or AP Form 9's

FURPOSE:

To determine the elemental breakdown of the contract price, by percentages of the total contract price, into the following categories: Supervision, Overhead, and Profit; Materials; and labor.

#### GENERAL COMMENTS:

- Although very little information is available regarding the actual breakout of contractor's costs, we expect that the Project Engineer most familiar with the project can give a reasonable estimate for the costs associated with materials, labor, and contractor's supervision, overhead, and profit. NOTE: The Project Engineer is encouraged to use his best judgement, if he feels that the present estimating guides are unrealistic.
- 2. The Chief of Programs, in conjunction with the Chief of Engineering, will select five(5) projects in each of the following categories: Naintenance, Repair, Minor Construction, and Service Contracts. The projects should be representative of the type of work that can be accomplished using in-house forces; however, due to the lack of in-house manhours or work exceeded base limitations(coet), the contract method was used.

#### INSTRUCTIONS ( See Sample)

- Item 1: Project Number
- Item 2: EEIC Number(123,125,etc- NOTE: For Service Contracts use- "SVCE")
- Item 3: Funds Type(MFH,ORM, Medical, etc)
- Item 4: Contract Amount( Final Cost of contract in \$000)
- Item 5: Supervision, Overhead, and Profit(% of Item that can be attributed to contractor's supervision, overhead, and profit)
- Item 6: Labor(% of Item 4 that can be attribute to labor)
- Item 7: Material (% of Item 4 that can be attributed to material)
- Item 8: Sum( Sum of items 5,6,7 should equal 100%)
- Item 9: Skilled or Unekilled Labor Required( Indicate: S-Skilled, U-Unekilled) If over 25% of the contract involves skilled labor, consider the labor required as being skilled, under 25% as being unekilled)
- Item10: Engineer's Signature (Signature of Project Engineer making estimates)
- Iteml: Remarks(List any estimating guides used in the process or any comments as to the survey)

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#### CONTRACT DATA - QUESTIONMAIRE NUMBER II

- SCHRCE: Weekly mashour reports for Maintenance, Repair, and Minor Construction projects over \$2000 (Base Procurement)
- PURPOSE: To determine the total manhours per trade related to the labor dollars in the centract
- GENTRAL CONCENTS: Select the largest project(dollar amount) in each of the following three categories: Maintenance, Repair, and Minor Construction.

  Insure that the selected projects are already on Contract Data-Questionsmire Number I.

#### INSTRUCTIONS - Contrast Data - Questionnaire Number II

- Item 1: Construction Trade(List all the construction trades involved in the project until it was finalised Ex. mortagean, electrician)
- Item 2: Hourly Rate(Indicate the hourly rate, including bedefits, that was paid to each trade)
- Item 3: Manhoure(Indicate the total manhoure per trude that was used over the life of the project)
- Item 4: Cost(Multiply Item 2 and Item 3)
- Item 5: Total labor Costs(Sun up the costs in Item 4)

BASE:	<del>-</del>	PRO	JECT NUMBER:	
	CONTRACT DATA - 9	UESTIONNAIRE N	UMBER II	
(1) CONSTRUCTION TRADE	(2) BOURLY BATE	(3) HANHOURS	COST	

(5) TOTAL COST -

#### SHOP RATE ANALYSIS - QUESTIONNAIRE MUMBER III

SOURCE: - Monthly Inservice Work Plan Report, PCN: N200252

- Shop Rate Analysis Report, Part 1, PCN: N200474

PURPOSE: To obtain a weighted average shop rate that includes all the cost centers

authorized on the UDL for the current Fiscal Year.

## INSTRUCTIONS ( See Sample )

Item 1: Cost Center Number

Item 2: Cost Center Name( Pavenents, Electrical, etc)

Item 3: Present Shop Rate( Most current shop rate being used for each cost center)

Item 4: Aveilable Manhours (Total manhours for each cost center used in the calculation of Item 3)

Ites 5: Total Available Manheurs (Total manhours for all costomaters combined this number should be the same for all calculations)

Item 6: Factor( Divide Item 4 by Item 5)

Item 7: Result (Multiply Item 3 by Item 6)

Item 8: Weighted Average Shop Rate( Sum up Item 7 for all cost centers)

NOTE: In addition to the attached questionnaire or weighted average shop rate, include copies of the worksheets used to calculate your present shop rate for all cost conters authorized under the UDL.

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		(2) NAME OF COST CENTER
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#### BASE CIVIL ENGINEER'S COMMENT

ITEM IN QUESTION:

At the present time, the Civil Engineering shops contain individuals that are highly skilled in most of the disciplines that compose a contractor's work force, yet it is often postulated that the in-house forces could not keep pace with a contractor's disciplined work force. Do you agree with the above statement? Why? If you feel that there is a difference, can you quantify it?

BASE CIVIL ENGINEER'S SIGNATURE:

# COMMANDER - MANAGEMENT ENGINEERING DETACHMENT'S COMMENTS

I. Detail the present procedures used in calculating contract manpower equivalents.

II. Detail the problems, if any, at the base level in computing manpower equivalents.

APPENDIX D

SUMMARY OF CONTRACT DATA BY CONTRACT CATEGORY

This appendix includes a summary of the contract data, by base and contract category, which includes the following: number of projects submitted by each base, total labor dollars of the projects submitted, total amount of all the contracts submitted, and the weighted labor percentage attributed to a particular base, based on the contracts submitted.

TABLE D.1

LABOR PERCENTAGES--FY 75 MAINTENANCE CONTRACTS

D	Number of	Labor Dollars	Contract	Labor
Base	Project	(000)	(000)	Percentage
Bolling	5	127.0	251.9	50.4
Charleston	5	179.3	414.3	43.3
Edwards	5	200.9	328.0	61.2
Elmendorf	5	205.1	330.3	62.1
Grand Forks	5	71.7	161.7	44.3
Hanscom	5	50.2	119.3	42.1
Hill	5	128.9	214.5	60.0
kelly	5	148.2	410.0	36.2
Kirtland	3	41.3	76.4	54.0
Lowry	4	112.4	285.7	39.3
Malmstrom	5	266.8	555.6	48.0
Maxwell	5	55.7	108.7	51.2
Moody	5	55.0	142.1	38.7
Nellis	5	100.0	192.3	52.0
Offutt	5	62.3	122.6	50.8
Richards-Gebaur	5	121.7	221.2	55.0
Scott	3	96.1	213.1	45.1
Seymour-Johnson	5	64.7	131.4	49.2
Tinker	5	181.0	405.5	44.6
Tyndall	5	283.9	405.0	70.1
Williams	2	44.0	98.0	44.9
Wright-Patterson	5	127.4	274.6	46.4
TOTAL	102	2723.6	5462.2	49.9

TABLE D. 2
LABOR PERCENTAGES -- FY 75 REPAIR CONTRACTS

Base	Number of Project	Labor Dollars (000)	Contract Dollars (000)	Weighted Labor Percentage
Bolling	5	160.8	354.7	45.3
Charleston	5	125.4	421.2	29.8
Edwards	5	165.7	419.0	39.5
Elmendorf	5	310.2	572.1	54.2
Grand Forks	5	84.1	333.9	25.2
Hanscom	5	70.4	195.3	36.0
Hill	5	125.6	324.3	38.7
Kelly	5	312.6	1048.0	29.8
Kirtland	5	219.4	424.8	51.6
Lowry	4	136.9	333.2	41.1
Malmstrom	4	39.6	91.1	43.5
Maxwell	5	41.7	144.1	30.0
Moody	5	44.3	126.8	34.9
Nellis	5 .	152.9	334.6	45.7
Offutt	5	73.0	356.2	20.5
Richards-Gebaur	5	25.6	46.6	54.9
Scott	3	41.9	108.5	38.6
Seymour-Johnson	5	176.9	607.9	29.1
Tinker	5	201.9	501.0	40.3
Tyndall	5	198.6	284.2	69.9
Williams	3	57.4	141.0	40.7
Wright-Patterson	5	54.5	130.3	41.9
TOTAL.	104	2819.4	7298.8	38.6

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TABLE D.3

LABOR PERCENTAGES--FY 75 MINOR CONSTRUCTION CONTRACTS

P. a. a.	Number of	Labor Dollars	Contract Dollars (000)	Weighted Labor
Base	Project	(000)		Percentage
Bolling	5	17.3	68.3	25.3
Charleston	5	36.1	115.2	31.3
Edwards	5	111.9	272.0	41.2
Elmendorf	1	20.5	31.6	65.0
Grand Forks	5	37.4	78.3	47.8
Hanscom	5	22.2	76.6	29.0
Hill	5	60.3	141.3	42.7
Kelly	5	<b>37.</b> 9	128.0	29.5
Kirtland	5	87.3	232.8	37.5
Lowry	4	140.4	380.3	36.9
Malmstrom	5	107.0	286.0	37.4
Maxwell	5	49.0	144.6	33.9
Moody	5	37.0	102.7	36.0
Nellis	5	40.7	90.0	45.3
Offutt	5	32.2	95.9	33.6
Richards-Gebaur	5	13.6	24.8	55.0
Scott	5	49.9	1,17.,3	42.5
Seymour-Johnson	4	34.1	104.6	32.6
Tinker	5	55.0	157.1	35.0
Tyndall	41	30.1	44.0	68.4
Williams	5	51.9	135.0	38.4
Wright-Patterson	5	32.2	101.3	31.8
TOTAL	103	1104.0	2927.7	37.7

TABLE D.4

LABOR PERCENTAGES--FY 75 SERVICE CONTRACTS

Page	Number of Project	Labor Dollars (000)	Contract Dollars (000)	Weighted Labor Percentage
Base	. 5	2.2	4.0	55.4
Bolling	3			_
Charleston	-	-	-	
Edwards	5	68.1	109.0	62.5
Elmendorf	5	454.5	487.7	93.1
Grand Forks	5	12.0	19.9	60.3
Hanscom	-	-	-	-
Hill	-	A -	-	-
Kelly	5	7.7	14.0	54.6
Kirtland	7	371.1	720.5	51.5
Lowry	5	15.1	20.9	71.9
Malmstrom	5	53.3	87.3	61.1
Maxwell	5	8.1	14.2	56.9
Moody	5	2.6	4.5	57.8
Nellis	5	432.2	529.7	81.6
Offutt	5	546.5	821.4	66.5
Richards-Gebaur	5	12.5	22.8	55.0
Scott	1	204.3	300.5	68.0
Seymour-Johnson	5	65.4	85.5	76.4
Tinker	5	12.2	16.2	75.0
Tyndall	3	5.7	6.6	85.9
Williams	5	6.0	13.0	46.3
Wright-Patterso	n <u>5</u>	323.6	407.5	79.4
TOTAL	91	2603.1	3685.2	70.6

NOTE: No service Contracts submitted by Charleston, Hanscom, and Hill

APPENDIX E
SUMMARY OF MANHOUR DATA

This appendix includes all the manhour data that was used in the development of the equivalent manhour models. To assist in interpreting the data, the following explanation is provided for each term in the data set that has not been explained to this point. Again, the data is presented by contract category which is indicated at the top of each page.

# Explanation of Terms Used

VARIABLE NAME	EXPLANATION
AMTECON	Aggregate contract cost per hour for total contract and is obtained by dividing AMOUNT by ECON-HRS
AMTIHSEA	Aggregate adjusted in-house estimated cost per hour for total contract and is obtained by dividing AMOUNT by EINHSE-A
AMTIHSEI	Aggregate indicated in-house estimated cost per hour for total contract and is obtained by dividing AMOUNT by EINHSE-I.
ECON-HRS	Estimated skilled contractor hours per contract and is obtained by dividing the labor dollars per contract by CITY-AVG
EINHSE-A	Estimated adjusted in-house manhours per contract and is obtained by dividing the labor dollars per contract by WASHOP
EINHSE-I	Estimated indicated in-house manhours per contract and is obtained by dividing the labor dollars per contract by WISHOP

MCLAB Labor dollars per contract for minor construction contracts and is obtained by multiplying LAB-PER and AMOUNT Labor dollars per contract for MNLAB maintenance contracts and is obtained by multiplying LAB-PER and AMOUNT Labor dollars per contract for RPLAB repair contracts and is obtained by multiplying LAB-PER and AMOUNT Labor dollars per contract for service SVLAB contracts and is obtained by multiplying LAB-PER and AMOUNT Weighted labor percentage for all WMCLABI minor construction contracts WMNLABI Weighted labor percentage for all maintenance contracts WRPLABI Weighted labor percentage for all repair contracts

service contracts

Weighted labor percentage for all

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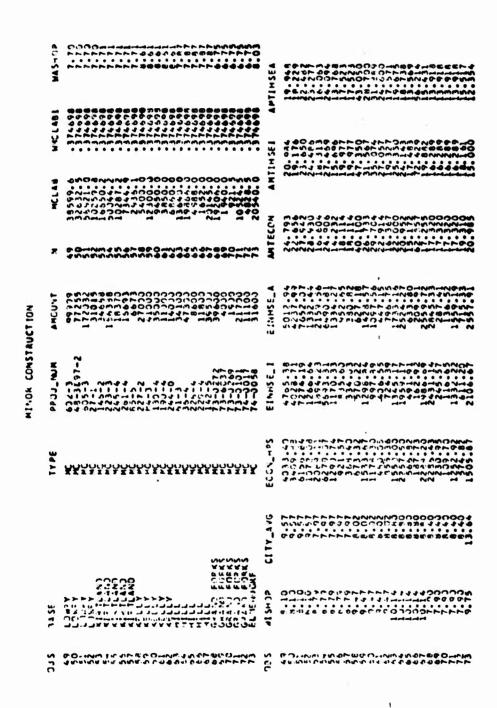
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#### APPENDIX F

SUMMARY OF GOODNESS OF FIT TESTS ON CONTRACT DATA

This appendix contains the results of the goodness of fit tests when the unweighted percentages for supervision, overhead, and profit; labor; and material were tested, by contract category, against the normal distribution. Three tests were applied to each variable, namely: Kolmogorov-Smirnov goodness of fit test, Kurtosis, and Skewness tests; the latter two tests use the Fisher "g" statistic. In addition, a frequency distribution for the unweighted labor percentages is provided following the goodness of fit tests for each contract category. To assist in the interpretation of the results, the following explanation is provided for the terms used.

#### Explanation of Terms

VARIABLE NAME	EXPLANATION
A	Can not reject, at the 0.05 level of significance, the null hypothesis that the data comes from a normal population
LAB-PER	Variable name representing the percent of the contract dollar amount attributed to labor
MAT-PER	Variable name representing the percent of the contract dollar amount attributed to material
R	Reject the null hypothesis, at the 0.05 level of significance, and conclude that the data comes from other than a normal population

TABLE F.1

## MAINTENANCE CONTRACT CATEGORY

Number of contracts analyzed = 102

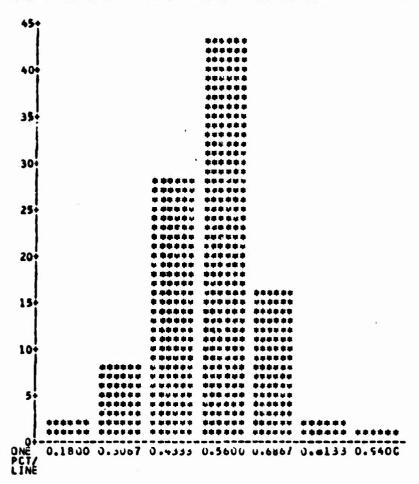
## Summary of Goodness of Fit Tests

TESTS VARIABLE APPLIED TESTED	K-S	SKEWNESS	KURTOSIS	CONCLUSION
SOP-PER	R	R	R	R
LAB-FER	Λ	A	R	R
MAT-PER	Α	A	Α	A

The frequency distribution of the unweighted labor percentages is shown in the following figure.

FREQUENCY DISTRIBUTION OF LABOR PERCENT - MAINTENANCE CONTRACTS DATA X1

STATISTICS TABLE AND HISTOGRAM FOR LAB\_PER



PREQUENCY DISTRIBUTION OF THE UNWEIGHTED LABOR PERCENTAGES ON MAINTENANCE CONTRACTS

#### TABLE F. 2

### REPAIR CONTRACT CATEGORY

Number of contracts analyzed = 104

## Summary of Goodness of Fit Tests

TESTS VARIABLE APPLIED TESTED	K-S	SKEWNESS	'KURTOSIS	CONCLUSION
SOP-PER	R	R	R	R
LAB-PER	Λ	A	' A	A
MAT-PER	A	R	A	R

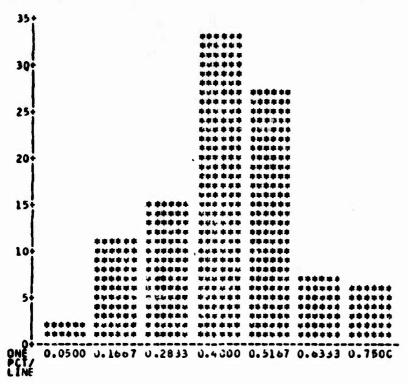
The frequency distribution for the unweighted labor percentages is shown in the following figure.

FREQUENCY DISTRIBUTION FOR LABOR PERCENT - REPAIR CONTRACTS

DATA X2

STATISTICS TABLE AND HISTOGRAM FOR LAB PER





PREQUENCY DISTRIBUTION OF THE UNWEIGHTED LABOR PERCENTAGES ON REPAIR CONTRACTS

TABLE F.3

## MINOR CONSTRUCTION CONTRACT CATEGORY

Number of contracts analyzed = 103

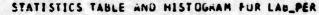
#### Summary of Goodness of Fit Tests

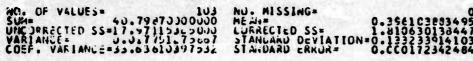
TESTS VARIABLE APPLIED TESTED	K-S	SKEWNESS	KURTOSIS	CONCLUSION
SOP-PER	' R	R	R	R
LAB-PER	A	A	A	A
MAT-PER	Α	R	A	R

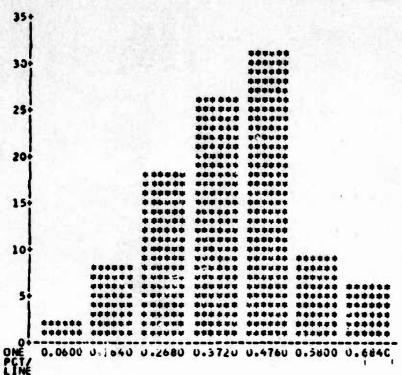
The frequency distribution for the unweighted labor percentages is shown in the following figure.

FREQUENCY DISTRIBUTION FOR LABOR PERCENT - MC CONTRACTS

DATA X3







PREQUENCY DISTRIBUTION OF THE UNWEIGHTED LABOR PERCENTAGES ON MINOR CONSTRUCTION CONTRACTS

TABLE F.4
SERVICE CONTRACT CATEGORY

Number of contracts analyzed = 91

## Summary of Goodness of Fit Tests

TESTS VARIABLE APPLIED TESTED	K-S	SKEWNESS	KURTOSIS	CONCLUSION
SOP-PER	R	R	Α	R
LAB-PER	R	R	Α	R
MAT-PER	R	R	R	R

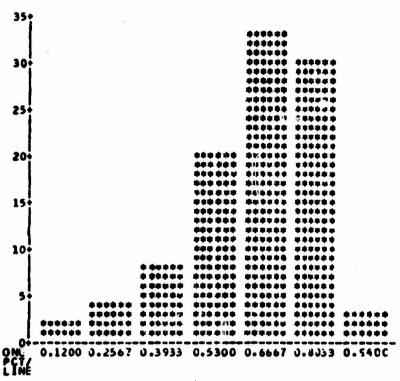
The frequency distribution for the unweighted means is shown in the following figure.

FREQUENCY DISTRIBUTION FUR LABOR PERCENT - SERVICE CENTRACTS

DATA X4

STATISTICS TABLE AND HISTOGRAM FOR LAB\_PER





PREQUENCY DISTRIBUTION OF THE UNVEIGHTED LABOR PERCENTAGES ON SERVICE CONTRACTS

APPENDIX G

REGRESSION ANALYSIS AND PLOTS FOR NATIONAL DATA

This appendix contains the regression analysis results for the equivalent in-house hours, EINHSE-A, on a national basis. The data obtained from all 22 bases is used in the development of the manhour models by contract category. In addition, plots of the equivalent in-house manhours, EINHSE-A, versus the contract dollar amount, AMOUNT, are also included following the regression analysis results for each contract category. The title at the top of each page indicates the contract category under consideration. To assist the user in interpreting the regression and plot results the following explanation is provided for the terminology used (10).

#### Interpretation of Regression Analysis Results

- 1. REGSS (Regression Sum of Squares) includes the drop in variability from a model  $Y_i = B_0 + \varepsilon_i$  containing only an intercept to the full model with all terms included which were specified in the MODEL statement.
- 2. <u>REGMS (Regression Mean Square)</u> the mean square for regression is the average drop in variability per independent variable in the model (excluding the intercept).

- 3. ESS (Error Sum of Squares) the variability about the full model is the error sum of squares which is the unresolved residue of variability not explained by the model.
- 4. EMS (Error Mean Square) the ESS has (n-p) degrees of freedom associated with it and the "average" unexplained variability is EMS=ESS/(n-p) which is the error variance estimate.
- 5. TCSS (Total Corrected Sum of Squares) the total corrected sum of squares is

TCSS = ESS + REGSS

and it represents all the variability in y about  $\overline{Y}$ . It has (n-1) degrees of freedom associated with it.

6. <u>F-Value</u> - the F value is the ratio of the average reduction in variability REGMS to the error variance.

F value = REGMS/EMS

It is hoped that this ratio will be greater than unity since this would indicate that the average reduction in variability due to introducing independent variables into the model is greater than the average unexplained variability EMS.

7. PROB > F - the area of the F-distribution to the right of F value is computed by the program and printed as PROB > F. This number is the significant level of F VALUE. The smaller PROB > F is, the more certain one can be that F VALUE is significantly greater than unity. Customarily, (PROB > F) < .05 would be considered significant.

8. R-SQUAPE - this is a measure of the fraction of total variation about the mean which is accounted for by the model.

$$R^2 = 1 - \frac{ESS}{TCSS}$$

The ratio ESS/TCSS is the fraction of variability of TCSS remaining after the full model is fitted. This, 1 - ESS/TCSS, is the fraction of variability removed by the model.

- 9. SEQSS (Sequential Sums of Squares) the sequential sums of squares are the reductions in variability attributable individually to each independent variable in the model as these variables are added one at a time in the order indicated by the mODEL statement.
- 10. PARSS (Partial Sums of Squares) the partial sums of squares are the increases in variability which would result if the corresponding independent variable were individually removed from the full model. PARSS is usually different from SEQSS. PARSS is an increase in variability due to removal of an independent variable while SEQSS is the reduction in variability when the independent variable enters the model.
- 11. B VALUES Regression coefficients.

12. PROB > |T| - this quantity is the tail area of the t-distribution. If PROB > |T| is smaller than .05, (say .049), then the alternate hypothesis, H<sub>1</sub>: B<sub>j</sub> ≠ 0, can be accepted at a risk of less than .05 of being wrong. Small values of PROB > |T| indicate regression coefficients significantly different from zero.

#### Interpretation of Plots

All plots depict the equivalent in-house manhours, EINHSE-A, on the vertical axis and the contract dollar amount, AMOUNT, on the horizontal axis. The following legend is used on the plots:

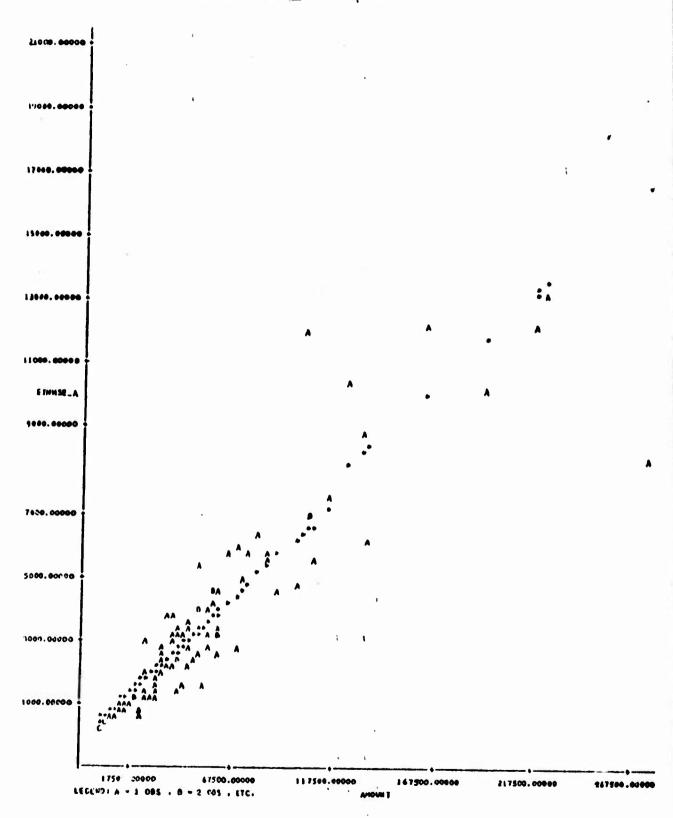
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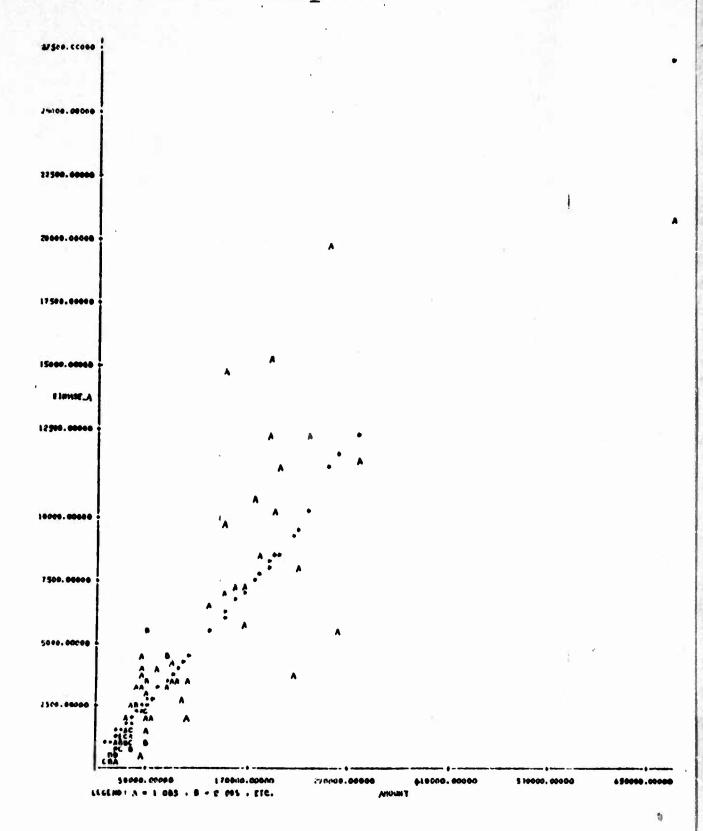
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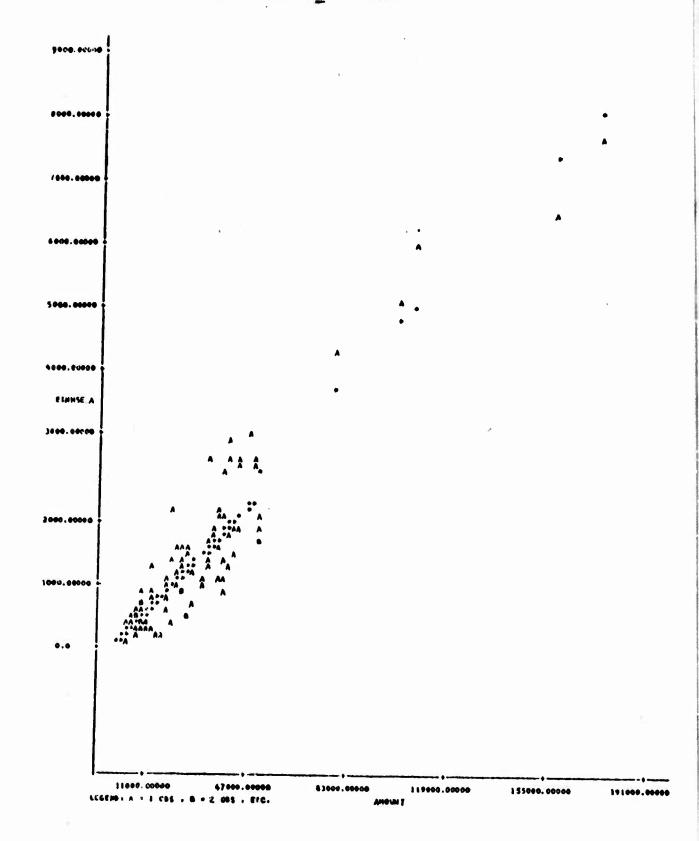
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# MINOR CONSTRUCTION CONTRACT CATEGORY PLOT OF EINHSE A VS AMOUNT



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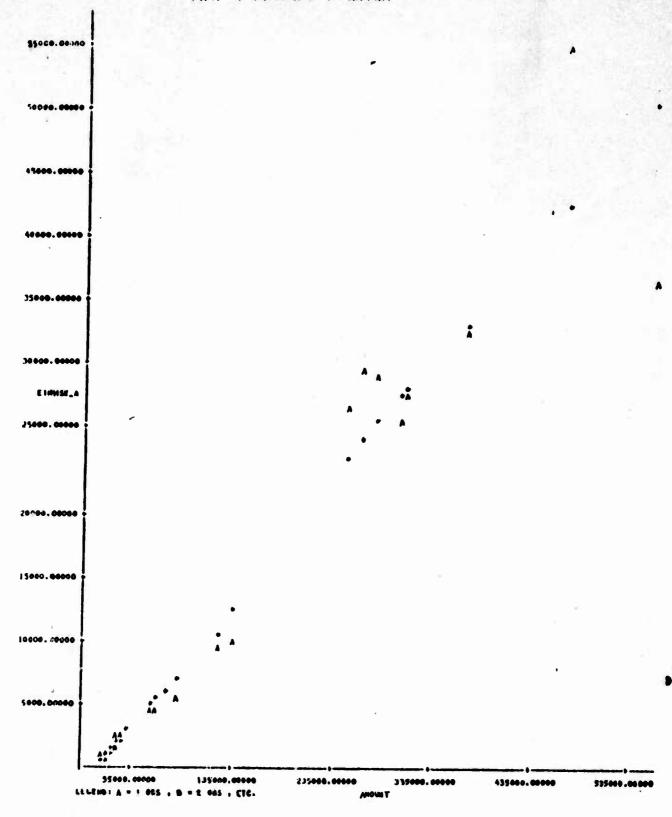
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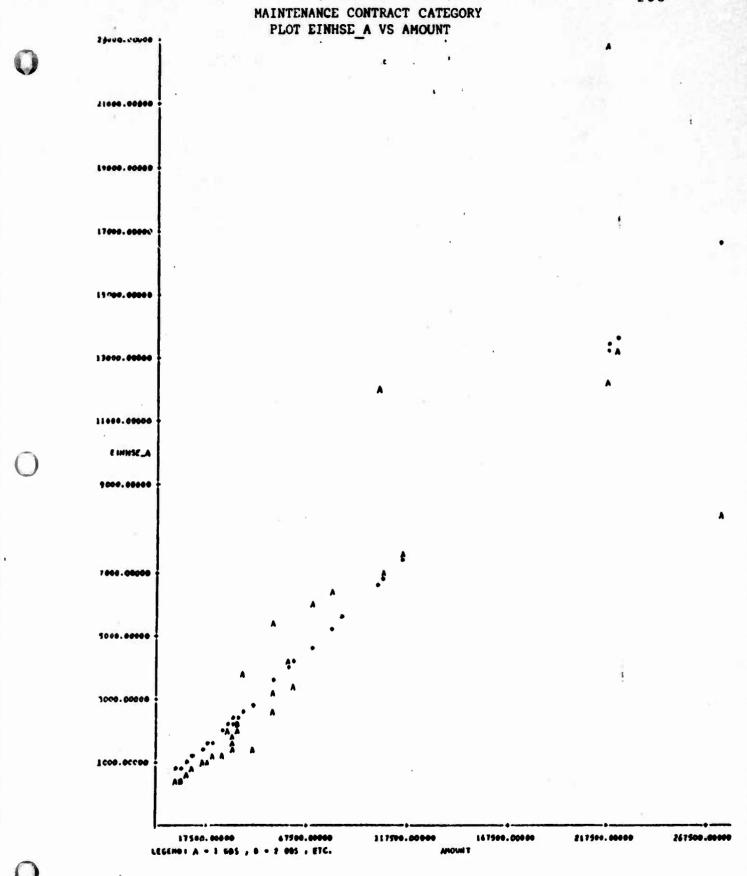
APPENDIX H

REGRESSION ANALYSIS AND PLOTS FOR RATE GROUPINGS This appendix contains the regression analysis results for the equivalent in-house hours, EINHSE-A, on a Rate Grouping basis. Due to the limited sample size, only two (2) Rate Groupings could be analyzed, namely: Rate Groupings 3 and 5. This appendix is divided into two parts for the respective Rate Groupings. In addition to the regression results, plots of the equivalent in-house manhours, EINHSE-A, versus the contract dollar amount, AMOUNT, which show both predicted and observed values, are also included following the regression analysis results for each contract category. The title at the top of each page indicates the contract category under consideration. To assist the user in interpreting the regression and plot results, the introductory portion of appendix G contains detailed explanations for the terminology used.

APPENDIX H - PART 1

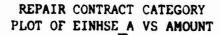
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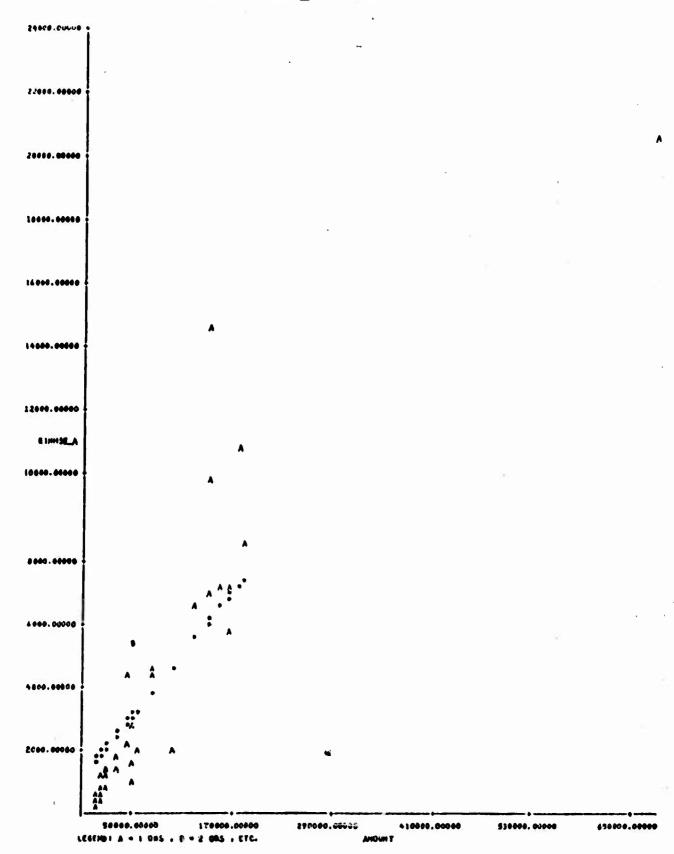
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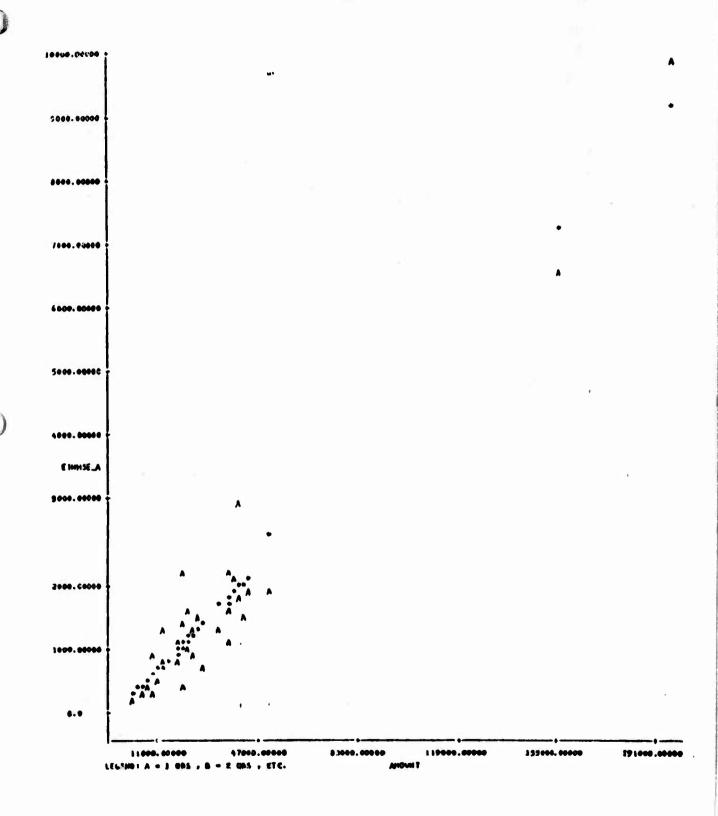




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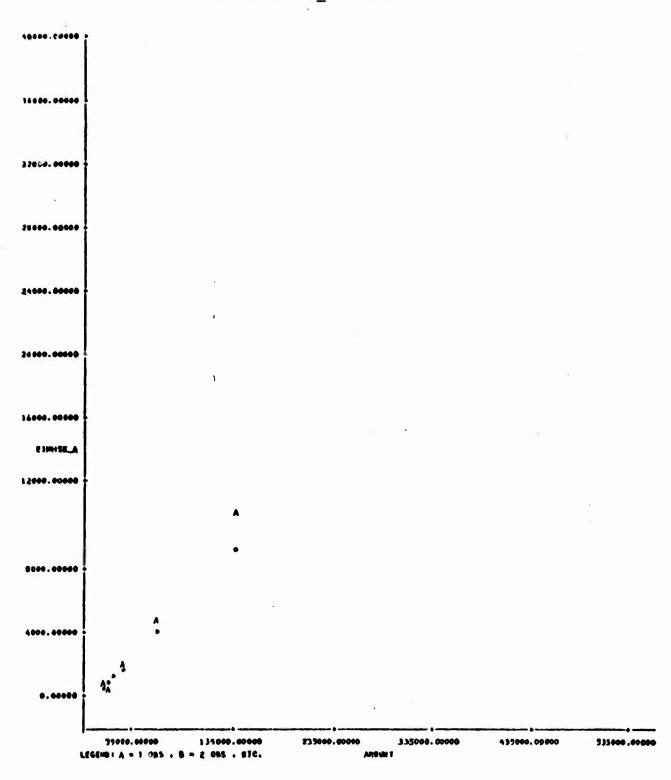
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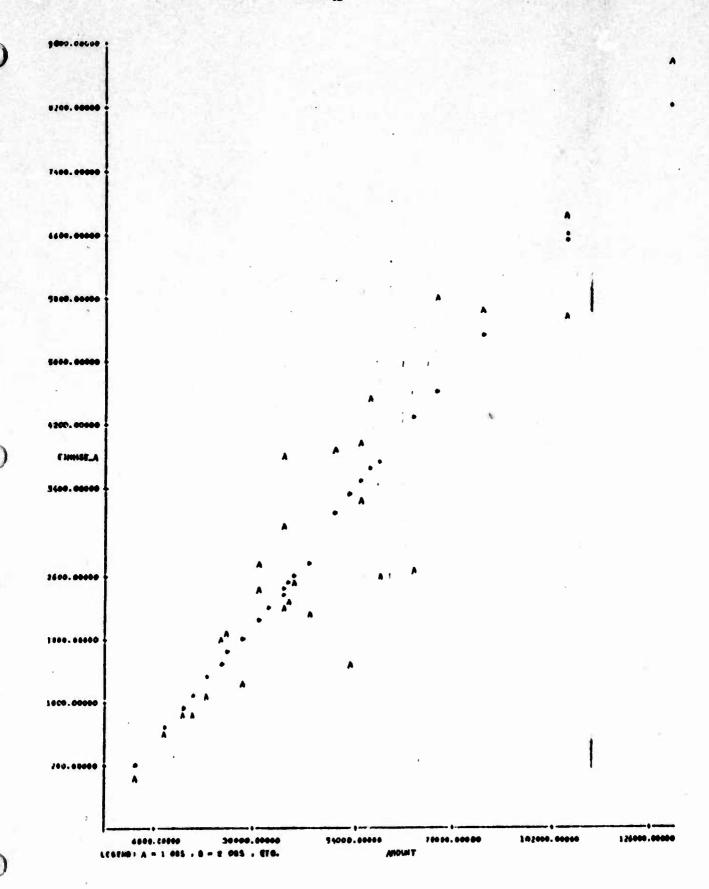


APPENDIX H -- PART 2

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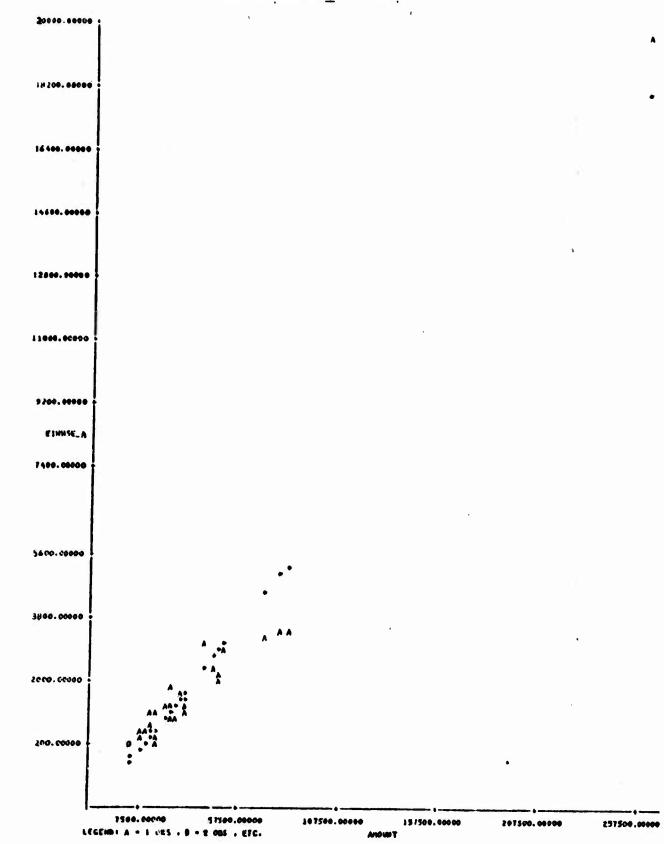
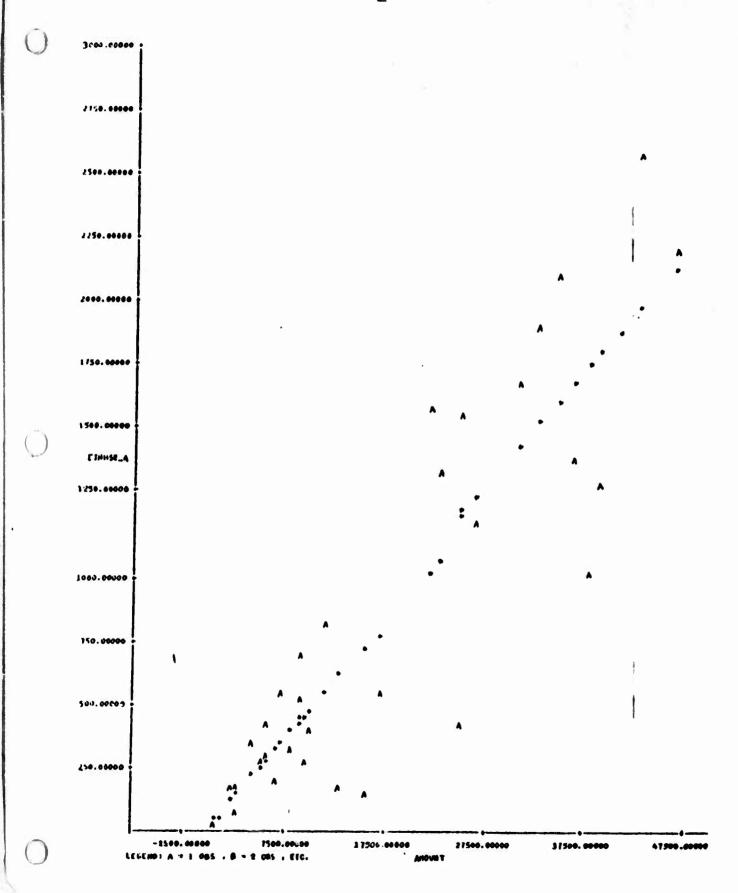


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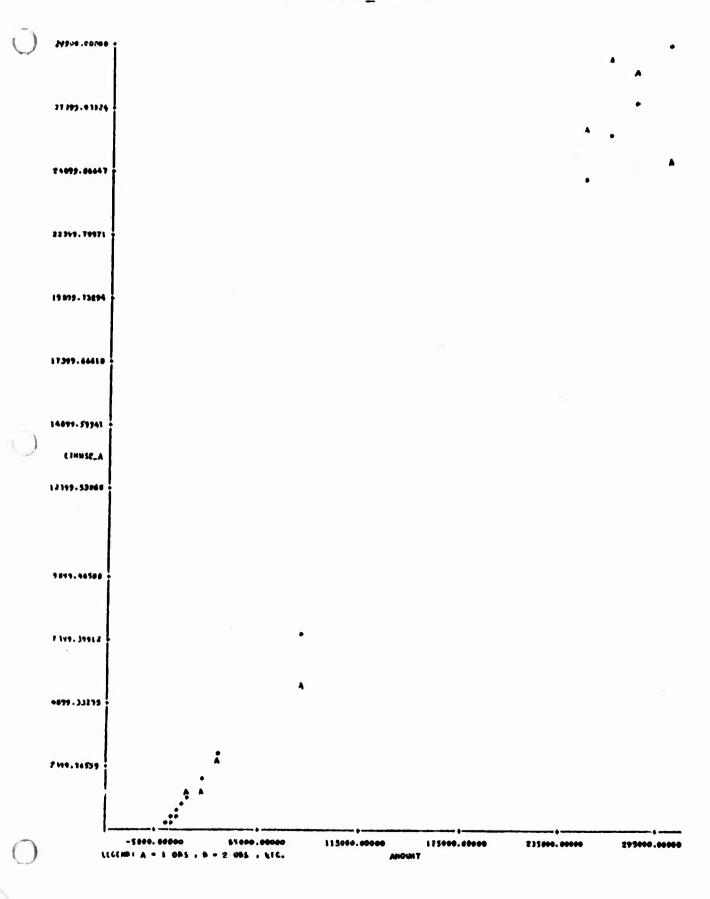
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SERVICE CONTRACT CATEGORY PLOT OF EINHSE\_A VS AMOUNT



## ABSTRACT

The objective of this research effort was to develop the methodology that will permit the Department of the Air Force to accurately assess, in the most objective manner, the impact of contract services on the manpower deficit.

Detailed data was gathered in the areas of contracts, in-house hourly rates, and the skilled hourly construction rates prevailing in an area. The research was concentrated only on those contract categories that are within the in-house capability to accomplish namely: Maintenance, Repair, Minor Construction, and Service contracts. Labor dollars are then identified, from the information provided, for each contract at a base and divided by the weighted in-house hourly rate prevailing at that base to yield equivalent in-house manhours per contract. To reduce the subjectivity at the local level, a "Rate Grouping" technique was used to group bases based on the average skilled hourly rates at the respective bases. Regression analysis was then used to determine models that could predict equivalent in-house manhours for a given total contract dollar amount within a rate grouping. In addition, equivalent in-house manhour models were also developed on a national basis to be used by commands that are well dispersed throughout the CONUS.

Statistically, a significant difference exists between contract categories which necessitated calculation of different equivalent manhour models for each contract category by Rate Grouping and on a national basis. Due to the limited data, only two out of eight Rate Groupings could be completely analyzed; however, the models developed were highly correlated in all cases and accurate predictors of equivalent in-house manhours could be determined. The end result was a procedure capable of determining how many in-house manhours could be obtained from a given contract dollar amount. The "Rate Grouping" technique represents a viable means for combining bases and conducting objective evaluations. This study was considered highly successful; however, additional bases must be sampled to complete the other six Rate Groupings.

VITA

Robert Eugene Corsi, Jr., was born

He attended

and graduated from

The author attended Manhattan College in Bronx,

New York, and in 1970 received a Bachelor's Degree in

Mechanical Engineering. While attending Manhattan College,
the author participated in the Air Force ROTC prograw
and was commissioned a 2nd Lieutenant upon graduation. As
a member of the Air Force, the author served as a Mechanical

Design Engineer for 2 years and as Chief of the Engineering

Design Branch at Laughlin AFB, Texas, before being
selected to pursue a Master of Science in Industrial

Engineering degree at West Virginia University. He is
presently serving as a Captain in the Air Force and will
enter the Management Engineering Career Field upon
completion of degree requirements.

The author is married to

[PII Redacted]

## APPROVAL OF EXAMINING COMMITTEE

DATE

August 11, 1975

Cooper N. Redurine
Dr. C. N. Redwine (Chairman)